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Roger Pound

PRISON PROGRESS

THE SIXTY-NINTH ANNUAL REPORT

OF THE

PRISON ASSOCIATION OF NEW YORK

135 East 15th Street, New York

1913

PART ONE
THE PRISON ASSOCIATION IN 1913

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FORM OF BEQUEST

"I hereby give to the Prison Association of New York the sum of Dollars for the corporate purposes of the Association."



PRISON PROGRESS

THE SIXTY-NINTH ANNUAL REPORT

OF THE

PRISON ASSOCIATION OF NEW YORK

135 East 15th Street, New York

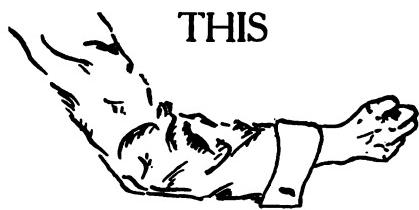
1913

PART ONE THE PRISON ASSOCIATION IN 1913

ALBANY
J. B. LYON COMPANY, PRINTERS
1914

**When the released prisoner returns
shall he meet**

THIS



OR

THIS



?

PREFACE.

FOR several years the Prison Association has presented its annual report in two parts. In 1912, the report contained, in addition to the report of the work of the Association for the year, the results of a study by Dr. O. F. Lewis, General Secretary of the Prison Association, of a number of foreign prisons and other correctional institutions. In 1913, Part Two of the annual report presented an exhaustive manual of the State's correctional system. This year the Prison Association of New York presents in considerable detail reports of inspections of correctional institutions, made by members of its staff. These inspections have been made possible, and will continue to be possible during the next two years, through the generosity of a number of gentlemen who have guaranteed the salaries of two assistant secretaries assigned primarily to this work.

The inspections, particularly in the matter of physical measurements, are given with considerable detail. Special care has been taken by the inspectors to secure accuracy of measurements, yet there are undoubtedly in some instances minor variations, not sufficient, however, to render of less value the facts as stated.

The report this year will in general be published in separate volumes. Those who receive but one volume can obtain the other by application to the Prison Association.

**THE PURPOSES
OF
THE PRISON ASSOCIATION OF NEW YORK**

- 1. The protection of society against crime.**
- 2. The reformation of the criminal.**
- 3. Protection for those unjustly accused.**
- 4. Probation for first offenders.**
- 5. Improvement in prisons and prison discipline.**
- 6. Employment, and when necessary, food, tools, shelter and other assistance for released or discharged prisoners.**
- 7. Necessary aid for prisoners' families.**
- 8. Supervision for those on probation and parole.**
- 9. Needed legislation.**
- 10. Publicity in prison reform.**

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STATE OF NEW YORK

No. 67

IN SENATE

SIXTY-NINTH ANNUAL REPORT

OF THE

PRISON ASSOCIATION OF NEW YORK

HON. ROBERT F. WAGNER, *Lieutenant-Governor of New York:*

SIR.— In accordance with chapter 163 of the Laws of 1846, we have the honor to present the sixty-ninth annual report of the Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE PRISON ASSOCIATION
OF NEW YORK,

by EUGENE SMITH,
President.

O. F. LEWIS,
General Secretary.

CHAPTER ONE

PRISON REFORM IN 1913

AN INTRODUCTORY CHAPTER BY O. F. LEWIS

THE year that has just passed has been one of the most striking in the history of prison reform.

Very conspicuous in the prison betterment movement has been this year the State of New York. Sing Sing, the century-old bastile on the Hudson, has been tottering. There have been mutinies there, assaults, fires, attempts at escape, a political overturn of administration, discharges of keepers on the ground of the smuggling in of drugs to prisoners—and above all, a systematized campaign has developed to secure the abolition of Sing Sing and the establishment of a farm industrial prison in its place.

New York has also been showing the rest of the country what a warden's personality under adverse conditions can accomplish. Great Meadow Prison, in the foothills of the Adirondacks, is an outdoor prison of a thousand acres. The State several years ago started to build a so-called mausoleum type of prison, with great stone or brick buildings, and surrounding walls. Then appeared as warden a man, William J. Homer, who embodies remarkably the principle of brotherly love; and with a cellblock and another small building and a fence on the open sides of the enclosure, between the two buildings, he has developed an honor system and a degree of trustworthiness in the six hundred convict prisoners that amazes the old-line prison officials and causes even the more insurgent penologists to worry about a possible ultimate general jail delivery.

But throughout the land, this same plunging into radical prison administration is occurring. Sheriff Tracy, in a little jail in Montpelier, Vermont, is sending his prisoners out daily to work as laborers or farm hands. They bring back a dollar a day to pay the county, and keep the rest themselves. In three years he says he has not had a man refuse to work.

In Guelph, Ontario, Warden J. T. Gilmour, one of the most able wardens in the country, is building an entire prison by prison labor, and without walls — but with close supervision.

The various States are enthusiastic over road work for prisoners, and for convict camps, as well as for farm industrial prisons. Many an automobile association has been clamoring for good roads, and they cite the instance of Colorado, where the State prisoners are building hundreds of miles of broad highway through the mountains. County prisoners — those in the county jails — are in a hundred places throughout the country being marched out to make and repair and grade the roads. The automobilists on the one hand, and the farmers on the other — many of whom own automobiles — are forcing prison labor into the service of the community in road building.

Furthermore, State after State is building, or is about to build, a farm industrial prison, either for State prisoners, or for special classes of offenders, like vagrants or inebriates. The horrors of the old-time walled bastile, with its catacomb-like cells, its absence of outdoor employment, its prison pallor and its prison abuses, have gotten on the nerves of the nation at last. Social justice has not been preached in vain. Uneasy rests today the head of that State that maintains still a contract-labor prison, or a coal mine, or a lease system to which it sells its convicts. The farm prison is becoming very popular, and the criticism about its novelty and its lack of traditional foundations cannot successfully check this special development of the back-to-the-land movement.

Pennsylvania has recently purchased five thousand acres for a central prison, to replace two old walled-in prisons. Maryland is agitating a prison farm; New Jersey has bought a thousand acres for the purpose; the District of Columbia has a correctional farm of over a thousand acres; Ohio is abandoning its old-time prison at Columbus for a farm prison; Illinois is to have a farm prison; Indiana is trying to lease a large farm directly behind the State prison, and is also planning to move its State reformatory shortly to the country; Minnesota has put its new prison upon a broad acreage.

In brief, it can be said that two of the most significant developments of the last three years have been the "farm colony or prison farm movement," and an extreme trusting of the prisoner, relying upon his sense of honor. Fascinating



Prisoner and His Pets. Great Meadow Prison, Comstock.



Prisoners Attending Ball Game, Great Meadow Prison, Comstock.

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to the penologists and criminologists are the manifestations of this newest experiment in the treatment of the criminal. The wardens and the superintendents have known for years, of course, that the man inside the prison is not very different from the man outside. But tradition within the prison, crystallized into huge stone piles and brick monuments containing a thousand cells or more, has hampered progress for generations. Had Elmira Reformatory developed as was intended, into a farm prison, instead of into a gigantic walled-in structure, with great cellblocks and hundreds of cells, it is possible that the nation would have learned thirty years or more ago the great possibilities of achieving results by the extreme but simple methods of being trustful with prisoners under conditions that test their powers of resistance to the temptations of easy escape.

Four stages, at least, seem to have marked the progress of prison reform in this country. In the latter part of the eighteenth century we were slowly affected by the sensational campaign of John Howard, the great English prison reformer, who made investigations during many years in England and on the continent. But this first stage hardly went beyond the point of rendering prison conditions less intolerable. The reformatory stage had not been reached.

A second stage was distinctly attained in this country when correctional institutions for children, like the House of Refuge in New York City, were built. For perhaps nowhere more than in correctional institutions for children is the adage true that a little child shall lead them. Taking the House of Refuge as an example, we find in its establishment in 1824 the beginnings of the American reformatory system. The children were sent to this institution on a so-called indeterminate sentence; that is, the period of imprisonment depended on the decision of the board of managers, based in turn upon the conduct and other circumstances of the individual child. The methods of this institution were adjusted to the necessity of training the young inmate for life, and generally the simplest form of transition into real life was by the indenturing of the child.

A third stage in our development of prison reform came when in 1876 Elmira Reformatory was opened, and the principles of child reformation were carried over in their application to the reformation of young men. Just as the House

of Refuge had withdrawn the littlest children from the jails and prisons, so now the young men between sixteen and thirty years of age were to be separated from the convicts in the State prisons. Just as in 1824 the reformability of the child was proclaimed, so now the reformability of the "juvenile adult" and the younger adult was announced.

The fourth stage can be described, in a word, by the generalization that the State has now, in these two or three recent years, since the beginning of the second decade of the twentieth century, proclaimed its belief in the reformability of all prisoners. That is, all relatively normal-minded prisoners. Hence the adoption within the State prisons of reformatory methods, followed by an enthusiastic adherence to the prison farm and the road work idea. The prisons, in short, are busily engaged in taking over the reformatory principles of both the children's institutions and the reformatories, combining the large acreage of the juvenile correctional institutions and the grading and classification systems of the reformatories.

So we find, at the end of 1913, a sea-surge of reformatory principles being tried out for that class of the prison population that for generations has been consigned to exploitation through contract labor, monotony of existence through uniform treatment, ostracism from society through the prison sentence, brutality through prison abuses, and illness and even death through structural deficiencies, wretched sanitation and barbarously unnatural modes of life. In a word, in the last five years or so the convict of the State prisons has been coming into his own, in the matter of the administration of justice, although the end is still far from having been achieved.

But all these stages have come in general only as public opinion has sanctioned them, later approved them, and ultimately demanded them. Citing simply the development of our punishments as an example, we can follow in thought the gradual reduction of the physical and corporal punishments through the decades, until at present the use of the whipping post in Delaware is the subject of an interpellation in our national congress.

Prison progress has in general been somewhat ahead of the public demand of the same, but has soon had to justify itself by its results. The reforms demanded by John Howard were so obvious and at the same time so necessary and humane,

that they simply *had* to be brought about. The reformatory treatment of children was in line with early and fundamental beliefs that children should be educated for life, not punished. In the seventies of the last century the reformatory movement claimed that reformatories would reform — and reformatory statistics are now seen to have been, at least in some states, higher than the actual results seem to have justified. Indeed, the name "reformatory" itself was a challenge to the skeptical public — and for a generation it has been claimed and reclaimed that somewhere between seventy per cent and eighty per cent of the graduates of reformatory institutions "make good." More careful research, today, especially along the line of investigation into the presence of feeble-mindedness in reformatories, as well as in other institutions, shows that somewhere between twenty and forty per cent of the reformatory population is probably mentally deficient, and that it is indeed doubtful if the reformatories have scored seventy per cent of so-called permanent reformations. Nevertheless, the percentage has been creditable.

And now we face a similar attempt to justify the results of the new methods of dealing with State prisoners by prison farms and road work. Escapes from the outdoor treatment are alleged to be infrequent. Great Meadow Prison, which is a farm prison of a thousand acres, reports three escapes in about two years. The District of Columbia speaks of some one per cent of the population of its correctional farm running away. And so forth. Offsetting the possible escapes, furthermore, are adduced the increased health of the inmates, or rather of the "out-mates," the variety of occupations made possible, the remarkable developments of the honor system, and the splendid chance to classify the inmates according to ability and needs.

On the other hand, it will be argued by opponents of the "new things" that the expense of the industrial farm prison is considerably greater than that of the walled-in prison; that the prisons are getting to be rest-cures and popular resorts; that the lot of prisoners contrasts very favorably indeed, by comparison, with that of the poor miserable wives and children of the prisoners, who have to go out to work, or to see their homes broken up, because the bread-winner, sent away to prison, is sending back no earnings, but is attending ball games every Saturday afternoon, about the

time that his wife is scrubbing down the floors of some office building.

Certain it is that at the beginning of the year 1914 we have presented to us conditions quite different from those attending earlier stages of prison reform, and it is reasonable to expect that prison reform progress during the next few years will be both speedier and more rational than in previous periods. For this is an era of efforts to establish methods and institutions that are socially just. This is an era of "reform," without the slur in the word that formerly spoke contempt and pity in varying proportions. This is the day of the professional social worker, the social engineer whose characteristic is that he not only seeks to bring about better social conditions but also uses publicity as one of his strongest weapons of attack. This is the era of the social worker in politics. The new administration in New York City is made up partly of social workers. This is an era of general interest in social work. Newspapers find some of their best "stories" in the reform movements of social and charitable organizations; magazines print monthly their more carefully prepared articles on social progress and the special social movements of the day. The stage and the novel echo with social problems; moving picture shows are commercializing some of our more vital problems, often sensationaly and not infrequently vulgarly, but ever with a timely note that shows the general interest of the public.

Most important of all, the American people are becoming socialized, not in the sense of being more interested in society with a large "S," but of beginning to realize their dependence upon society with a small "s." Everything today is being forced to measure itself by the yardstick of an increasingly socialized public opinion. If it is good for the people, it is well. If not, it must go by the board.

And, in prison reform, our institutions and our methods are receiving more careful scrutiny. The fact that social workers are doing philanthropic work is relieving them less and less from investigation. The efficiency doctrine is being applied with an earnestness and rigidity that the social workers themselves have been among the first to encourage. And one of the best and most effective methods of reform has come through "social publicity," not the publicity that tells of the four hundred, but of the hundred million members of society.



Warden's Garden. Great Meadow Prison, Comstock

Social reform has a remarkable momentum today. It is of great significance that the whirlwind campaigns for Y. M. C. A. funds and hospital funds are being carried on, with their big clocks to tell of the daily or hourly collections. The citizen of today cannot escape the fact that his relationship to the community not only demands that he should listen to charitable demands but that he should understand what the demands mean. It is no longer "the thing" to be possessed of a blasé ignorance of charities and corrections. The Charities Directory of New York contains lists of thousands of organizations devoted to charitable purposes; and all of them are more or less in receipt of charitable funds. Appeals go to the already appeal-ridden citizen; they force him to recognize their demand upon his sympathy. The daily press is the agent of most comprehensive campaigns, waged from the offices of social workers. In a word, the intelligent citizen must expect that he will no longer have any rest from the calls of human brotherhood, worked out in tangible and immediate forms. And prison reform profits thereby.

And just now, when the time is ripe for good works, and for greater justice toward the poor and the criminal, comes the message of the criminologists of this country that there's hope for all the normal persons in prison, no matter how old. The honor system has revealed depths of ethical possibilities in the criminal that were hardly dreamed of, and that could not be developed under the old punitive regime.

Hope — just that — has entered into the problem of the prisoner all along the line. Where there's hope, there's life. The dead or the absolutely impossible thing is of little interest. So long as the criminal was an outcast, consigned to punishment and oblivion, different from other men, herded with the other miserable castoffs of his kind, he was thoroughly uninteresting to society in general. But when it became evident that the criminal could by reasonable and perfectly possible methods be redeemed, and be made a financial asset to society instead of a loss when he had finished his prison sentence, he became interesting. In short, the gospel of hope has entered the prison, and the walls of the prison are crumbling. Moreover, the prisoner of today seems far more than ever before to be made much in the image of the normal man. He has always, if we may believe Holy Writ, been made in the image of God, and some two thousand years ago the Son of

God was not above assuring one miserable sinner that he would be with Him shortly in another world. But even people who took Holy Writ literally could not understand that particular application.

Moreover, to cite another reason why prison reform is now enjoying a period of general interest, the last decade has brought a remarkable succession of graft investigations. We heard a few years ago considerable about honest graft. Today, graft looks like graft, whatever it may be called. And, in the process of grand-juryizing the acts of men, many a man finds that his business ethics of a decade ago seem today to run perilously close to the borderland of indictments. The line of criminality has been drawn so much more comprehensively in these days, that affinity with the criminal behind the bars is forced upon the thought of large numbers of men. "But for the grace of God there goes John Wesley," is a twentieth century expression also.

And out of the investigations of graft and mismanagement has come a highly sensitive state of the public mind about the misuse of public money. Bureaus of municipal research are dinging into the ears of the average citizen the fact that goodness is not necessarily efficiency, and that because John Murphy or Bob Smith is a good fellow that is no reason why he may not be making away with much of the hard-earned money of the taxpayers. So public officials are being far more rigidly watched than before. Indeed, the honest man in public office nowadays must expect much criticism, because it is the inherent right of the average citizen to criticize.

In this criticism the prisons have shared, not infrequently with plenty of reason. In this way increased attention has been directed to prison problems and to the complicated questions of the treatment of the lawbreaker. And, as if this were not sufficient, the daily press will not allow us peace from tales of crime. It is often cleverness rather than integrity that fascinates the reader. The most popular play in the United States during the last year has been "Within the Law" in which the agility of a young woman ex-convict, unjustly imprisoned, to be sure, is the *Hauptmotif*.

But it all conduces to prison reform, because it focuses attention upon the prisons that are to receive the criminals. Julian Hawthorne is now writing a series of articles, widely syndicated throughout the United States, on his prison experi-

ences. And, with all the publicity that is now here, and all that is yet to come, it is unlikely that prison reform will lag much in the next decade. A mighty momentum has been worked up, and best of all, the economic basis for prisons has become one of the leading questions.

This is not saying that we have as yet really travelled a surprising distance toward the goal for which we are aiming. Americans have in a hazy way felt in recent years that American reformatories and children's courts, probation and parole, are exceptionally well developed. But in most recent days we find Thomas Mott Osborne of New York, who went through a week's incarceration at Auburn Prison in order to find out what prison is like, claiming that our prison system, as evidenced by Auburn Prison, is fundamentally wrong. Frederick H. Wines, one of America's foremost prison reformers, claimed shortly before his death two years ago that our county jails are so absolutely bad and vicious that they should be abolished root and branch as a part of the system of imprisonment for crime. Many of our more modern penologists claim that the contract labor prison — and contract labor is practiced in more than half the States of the Union — is fundamentally contrary to good reformatory methods. President Taft has spoken most earnestly about the inadequacies and delays of our criminal law, and has urged its radical revision. Our probation and parole systems are still in their infancy. And we have only to ask what real constructive measures we are taking for the treatment of our vagrants, our inebriates and our "disorderlies" to see that the road to real prison reform is still a long one.

We have tried thus far to show, not what prison reform has done, and should do, but *why* prison reform has achieved what it has. We have tried to show that prison reform is inevitable in far larger measure in the future than it has been in the past. Professor Giddings, several years ago, said in a public address that he considered that the problem of crime has become far more urgent than the problem of poverty, far more urgent than the problem of enlightenment. "We have a most unhappy notoriety among the nations of the world, as a nation that lets murder go unpunished. In the north, as in the south, we burn negroes alive. And these things should most certainly make us pause. We must bestir ourselves to deal with the elimination of the rapidly increasing

factor of vice and crime in our life, as we must bestir ourselves to relieve misery and to diminish ignorance."

And so, in conclusion, we present no comprehensive program of prison reform, for such a program would carry us far beyond the limits of this chapter. Yet, in broad strokes, the course of a sensible, comprehensive prison reform would include the following sweeping reforms:

1. *Eliminate politics from the management of prisons and other correctional institutions.* Politics is the bane of our prison systems. Politicians, propelled into the responsibilities of administration of great penal institutions, are among those that inveigh most loudly against the system that put them there. The elimination of politics can largely be accomplished. Until politics is driven out, real prison reform cannot be hoped for.

2. *Make the administration of correctional institutions a real and a dignified profession.* If ministering to one's weak and erring brother has been dignified by the church into one of the noblest of professions, why cannot the twentieth century's conception of reforming and rehabilitating one's erring brother in prison be equally dignified? Indeed, that great man of Nazareth made the visiting of prisoners one of the conditions of entering into the kingdom of heaven.

3. *Conceive of the criminal as a member of society,* to whom the wisest and most persistent treatment is due. When prison officials in general come to understand that the criminal is "one of us," and can't be otherwise, and that humanity and economics both demand that the criminal shall be reformed and rehabilitated, many of the necessary methods to that end will take care of themselves.

4. *Let society in general be constantly impressed with its obligation to justify its existence* by the service it renders for the betterment of society. Not until the individual member of society appreciates that he must justify his life by his service will general prison reform be possible. For prison reform is dependent upon the attitude of society toward it.

5. *When the individual members of society understand that they are the stewards of their lives and of their opportunities,* social justice will be far nearer. And social justice will seek to eradicate the great fundamental causes of crime, such as ignorance, disease, overwork, underpay, congestion of population, lack of proper recreational facilities, inefficiency, mental and physical abnormalities.

6. Social justice, moreover, will diminish the array of shady, borderland cases of lawbreaking, that burst forth or are dragged forth in their demoralizing effrontery, as examples of processes that cannot or may not be touched by present laws, but which the general sense of the people of the United States brands as criminal. The purging process is a trying one, demoralizing weak wills that see no reason why they should cleave to the apparently out-worn principles of honesty toward their fellow-man when those in high authority have no such intentions.

7. In short, *prison reform is a method*, or rather a collection of methods, woven into a system. The *real prison reform is a state of mind*, and cannot exist until that state of mind develops and becomes a habit. Hence the encouragement, far beyond any similar outlook in earlier years, that greets the student and the administrator of our correctional institutions today. For the new state of mind is in rapid development. Concretely, this state of mind is demanding the "square deal"; the doctrine of "another chance" is spreading. Prison reform is dependent upon the acceptance of the doctrine of the brotherhood of man. And that is the keynote of the twentieth century.

CHAPTER TWO

A DAY WITH THE PRISON ASSOCIATION

[*A question very frequently asked is: "Just what is the Prison Association?" This chapter is especially intended to show the Association at its daily work.*]

WHEN the score of members of the Prison Association staff reach the Prison Association building, 135 East 15th street, at nine o'clock in the morning, the day's work is already awaiting them. Let us outline some of the details of one typical day.

In the cheerful library, which is also used as a waiting room, are several men just down from one of the State prisons, released on parole to the Prison Association. They must see the Parole Agent, to report and to be directed to employment. They have part of their ten dollars, received at the prison gate, still available. The Parole Agent has been in correspondence with them, has seen them at the prison and appeared before the parole board with the promise to take them on parole.¹

There is also a fairly large group of young fellows who have come similarly from Elmira Reformatory, released on parole to the Parole Agents of that reformatory, who have offices in the Prison Association building.

The casual visitor, seeing them sitting, well dressed and quiet, in the Prison Association library, would hardly credit the statement that they are all convicted felons. For the first time in over a year these "Elmira men" are at liberty, although this liberty is restricted by the obligation to report at least once a month to the reformatory parole officers, to behave themselves while on parole, to avoid frequenting improper places, to keep at work and to make a good account and disposition of their earnings. For several hours the reformatory parole agents are busy with the "boys" collectively and individually. They all have work to go to, for that is a condition of their parole. Such employment has been

¹ For detailed statement of parole work for State Prisons, see p. 49.



Proposed Site of State Prison, Wingdale. The Upper Road.



Proposed Site of State Prison, Wingdale. Overlooking the Meadow.

verified by the parole agents before the "boys" could come down. The parole agents know that approximately seventy per cent will "make good," as the saying is. A friendly interview with each boy, a handshake and the assurance of continued sympathy and assistance in the boy's efforts to stay straight, are his introduction into the world of work again.

Meanwhile the two Probation Officers of the Prison Association have been preparing their reports for judges in the Court of General Sessions, have dictated the results of their investigations on the day before, of other cases, and are hurrying to get to the court before it opens at 10:30. In another chapter of this report, their activities will be described in detail.¹

In another room a sad-faced woman with two children is talking to the large-hearted Relief Agent of the Association, who is also a woman. The pitiful story is told of a husband who had been a good provider for his family but whose friends were bad and who enticed him into the commission of a serious crime. The judge has sent him away to Sing Sing for not less than two years nor more than five. What can the poor woman do? Her husband has written down to her, in the first letter he is permitted to write, that he has heard up there that the Prison Association helps the families of prisoners. She has come to find out. The Relief Agent explains to her that we believe that good families, particularly where children have good mothers, should not be broken up because of the absence of the bread-winner. The Relief Agent will promptly go to the house, get better acquainted with the family, will see that the immediate needs are met and then will decide how the family can best be kept together. The poor woman goes away with her despair somewhat lightened. And, to make a long story short, the family goes soon upon the rolls of the Association. The Relief Committee of the Prison Association learns from the Relief Agent at its next meeting about the family, and enough money is voted to help fairly adequately in cooperation with another society until the man comes from "up the river."

On the General Secretary's desk is the morning mail. If any one believes that there is no real need of a society for the betterment of prison conditions and for the assistance of prisoners, the morning's mail, the succession of visitors, the

¹ See p. 61.

telephone requests for information and the other events of the day will speedily disillusion him. In the mail are letters of most varied nature.

It is the beginning of the winter season. Those most interested in prison reform, both the well-to-do and those less blessed with the world's goods, are "in town." The beginning of a new season centers general attention again upon some of the most difficult problems. And so one letter asks why the State of New York should longer countenance the existence of Sing Sing prison. Are the stories true that men are treated with inhumanity in that prison? Why should not the prisoners earn enough money to support not only themselves, but their families? Why does not the State purchase a farm and train its prisoners to be farm hands, or why does it not work them on the roads?

Another letter, from a lady who frequently visits the Workhouse on Blackwell's Island, complains bitterly about the manner in which young women are promiscuously placed in cells with other women. The correspondent asks why, as the city since 1895 has by law been required to remove the Workhouse from the Island, nothing has as yet been done? Why does the Prison Association not include this in its field?

Another letter comes from a neighboring State. Will you give us all the information you have regarding the working out of the indeterminate sentence? Is parole in your State satisfactorily handled? Can you give us a tentative parole law? What kind of institutions should we provide for by law in order to have a proper prison system in our State?

From abroad comes the information that several commissioners have been appointed by a foreign government to make a two months' tour of American correctional institutions. Will the Prison Association kindly prepare a plan for the tour, and if possible arrange that the General Secretary shall accompany the commissioners on their tour?

One of the subscribers of the Prison Association has received a pitiful letter from a prisoner who believes he was unjustly convicted. The subscriber, a gentleman in business downtown, writes that he would like to have the matter looked into. The letter is promptly referred to one of the young lawyers affiliated with the Prison Association who voluntarily give their services in such investigations. The gentleman who wrote the letter from the prison will hear within a few

days the decision of the lawyer as to the merits of his appeal, and what has been done.

The problem of financing the activities of the Association is a source of concern to the board of managers. The General Secretary is impressed most with the fact that if in some way the charitable people of the State could understand more clearly how much work there is to be done, how imperative it is and how much it costs at present to interest non-contributors in the Association, a considerable sum could be saved yearly which now must be expended in letters of appeal. Times are undoubtedly "harder," and not a few contributors in past years write with regret that they cannot continue their contributions, while the work of the Association has expanded and the anxiety of the executive of the Association is carried over to the several clerks in the appeal bureau, who loyally seek to devise methods whereby the interest of the public may be maintained and heightened in prison reform work.

The morning mail is interrupted by the office boy, who presents an architect's card. The gentleman has been awarded first place in a competition to build a correctional institution. He calls to ask the Association if it will further cooperate with him. Cooperation in this case involves an extended study of the needs of the proposed institution and the relating of these needs to a comprehensive plan of construction which will embody the latest word in prison architecture. One of the Assistant Secretaries of the Association, who has made a special study of the subject, is sent for and most of the morning is spent by the architect and the Assistant Secretary in the first survey of the situation. The institution is to cost over \$1,000,000 and expert advice is needed, which the Association is glad to give.

At this moment a long-distance telephone call comes from a county seat "up-State." Another Assistant Secretary is telephoning his whereabouts. He has inspected seven county jails in five days. He has found very serious conditions in such and such a county. He reports that in two counties he has established County Committees who for these respective localities will concern themselves as to the condition of the jail, the development of parole supervision and the furthering of the probation system which has been already inaugurated in the county courts. One of the members of the Committee, a clergyman with a very large congregation in the county

seat, asks if the Association will not send a representative to lecture, with a stereopticon, on prison conditions. The Assistant Secretary inspecting the county jails will be on the road for a week and a half more. His reports will be written as soon as he returns to the office. His recommendations will be gone over by the executive officer of the Association and then his recommendations will be sent to the clerk of the board of supervisors and to the sheriff of the county. The Association has the power of inspection of all correctional institutions in the State.

Continuing now on the morning mail, the General Secretary finds a communication from the Prison Department of the State. "We have frequent letters from men in prison," the letter says in essence, "who believe that they have been unjustly sentenced or who make other requests concerning which legal advice must be had. Is the Prison Association in a position to examine into the requests of these prisoners for justice?" The General Secretary forwards a copy of this letter to the Chairman of the Law Committee of the Barrows League, an affiliated body of voluntary business and professional men, and a few days later is able to inform the Prison Department that we shall be glad to receive and examine such requests and complaints.

At 11 o'clock there is a meeting of the women's auxiliary of one of the large down-town churches. One of the Assistant Secretaries of the Association addresses them upon the subject of prison reform in 1913. Meanwhile a group of ladies has gathered at the Association in committee meeting to develop plans for a wider and more adequate treatment of women on parole from correctional institutions or discharged from such institutions. In connection with the plans the question is raised whether there should not be a building for the temporary reception of released or discharged women prisoners in which there could also be an employment bureau, and perhaps apartments on the upper floors for social workers.

At 12 o'clock the General Secretary gives one of a series of five lectures to a large class in the School of Philanthropy on the main currents in prison reform. At one o'clock a conference, arranged jointly by the Prison Association and another charitable organization, is held at a near-by club, in connection with lunch, to discuss the choice of one of two sites for the City Reformatory for Misdemeanants. This

Reformatory is to be moved from Hart's Island into the country. Two sites, each with certain advantages, are under consideration. In order to bring as many angles of vision as possible, nearly a dozen specialists from various fields have been asked to confer. There is the Commissioner of Correction of the city, an architect, a superintendent of a reform school, a criminologist, an alienist, a real estate man, and the executives of several charitable organizations interested in the matter. The question is carefully considered and the Commissioner invites the group to make another visit to the two sites before he makes his final decision.

The afternoon at the Association is largely given to conferences. At 2:30 a meeting of the Relief Auxiliary is held. The Relief Agent of the Association reports to a group of some fifteen ladies regarding the treatment of the families in her charge during the month. Particularly difficult problems are presented for discussion. Families are assisted within the limits of the budget which can be allowed or raised. Two particularly meritorious cases of need are assigned for newspaper appeals. The ladies of the Relief Committee in their turn frequently have several committee meetings during the afternoon to attend.

At 3:30 there is a conference of a committee of the Prison Association on legislation to be sought during 1914 at Albany. A State Custodial Asylum for Feeble-minded Delinquents must be established at the earliest possible moment. In the prisons and reformatories a large number of mental defectives are clogging the normal progress of those institutions. One of the members of the Committee reads a letter which he has received from the superintendent of a reformatory showing how impossible it is to succeed by reformatory measures with certain mental defectives. Nevertheless, they have to be released at the expiration of their sentence if not before. The Association will cooperate with the Prison Commission in furthering the passage of a bill providing that in place of county jails for convicted prisoners there shall be established State district workhouses.

In this connection one of the board of managers of the Prison Association, an ardent advocate of the farm industrial prison, presents to the board a very interesting and exhaustive correspondence he has had with Sheriff Tracy of Montpelier Vermont, who has developed a more than self-supporting

county jail. An ardent discussion of the restrictions placed by the New York law on the employment of prisoners by private individuals is then held and the question is raised whether in the next constitutional convention the prison labor law may not be amended to provide that prisoners may, under proper restrictions and supervision, work at certain trades for private individuals.

Meanwhile the Parole Agent of the Prison Association has been visiting a number of his charges. His field is not even limited by the confines of the greater city. He has to "jump" from the Bronx to Brooklyn and then to Queens. As a "friend" of the men he wishes to see, he has visited them where they work. With one exception he has found them. In one case, that of a Swede, he finds that the man has violated his parole in that he has shipped as a sailor and has left the country probably to return to Sweden. The next morning the Parole Agent will transfer to paper his records of the previous day.

Other agents of the Association are at the moment going along the tiers of several of the city prisons. Little letter boxes at the Tombs prison, marked on the outside with the words "Prison Association," have been opened by a prison visitor and the men in the cells who have written to the Association's Probation Officers are being visited. Many of these young men have the idea that the Prison Association is simply an organization to enable them, as they put it, "to beat the case." The Probation Officer, a man of many years' experience, tries to make them understand that the Prison Association will help them; that if they are guilty and plead to the charge they are likely to be more leniently dealt with; that if they are innocent, the Association will do its best to help them in the preparation of their cases.

Over on the "Island," in company with the Commissioner of Correction, the General Secretary of the Association and one of the members of the board of managers is assisting in an investigation of alleged acts of cruelty on the part of a keeper at the Penitentiary. In this connection, the use of the dark cell is being looked into and as a result of the investigation the Prison Association makes a formal representation to the Commissioner of Correction, urging the abolition of the dark cells at the Penitentiary.

The committee meetings, the prison visiting and the investi-

gation carry the members of the staff and of the board of managers far beyond the five o'clock hour, which with many people marks the end of the day's work. For the Prison Association, however, since this is Thursday, the work is only partly done, for Thursday evening is "reporting night" at the Association. Some forty or fifty young men on parole to the Elmira Reformatory agents will call this evening. Each will be interviewed and during the next month his statements will be again verified. Some time in the future the necessity of reporting to the Elmira officers at the Prison Association building will be obviated, it is hoped, by an increase in the number of parole officers, so that there will not be as now, some 300 men on parole to each parole officer.

Those on probation also report, most of them once a week, for several years. Imprisonment has been remitted in their cases on condition that they will help themselves, be industrious, and in many cases make restitution for their crime.

At half-past eight in the evening, because this is the first Thursday in the month, some thirty members of the Barrows League come to their monthly meeting. They are, as has been said above, business and professional men, who are stirred by their feeling that they are to a certain extent stewards of their time and opportunities, and they give of their time or money in many ways. Some are lawyers who take free of charge, or for very small sums, cases of prisoners; there are physicians and alienists in the group who examine without charge men on parole or on probation when necessary. One of the members of the League has made an extended study of the Tombs from the alienist's standpoint. Another member of the Barrows League has for a number of years been an assiduous visitor to the prisons of the State and has influenced the lives of thousands of men. Others in the group are large employers of labor. Several of these employers take month by month a number of men from the prisons and the reformatories, giving them their first start.

On this evening there is to be an address by one of the judges of the Court of General Sessions. Last month the functions of the grand jury were outlined; the month before that a noted prison administrator from another State spoke to the League. Incidentally the League has collected several hundred dollars and from time to time assists in the preparation of an appeal or in meeting other expenses of some case handled by one of the lawyers of the League.

At 11 o'clock the League adjourns. The members slowly leave the building. The telephone bell rings, and the report comes in that one of the men on parole to the Prison Association has been arrested, charged with a new crime and will be arraigned at the Fourth District Court in the morning at 9 o'clock, and request is made that one of the officers of the Association appear at that time.

The office boy straightens out the chairs, puts the room in order, takes a last look at the furnace, and leaves the building to the janitor. And the next morning at 9 o'clock begins another day.

CHAPTER THREE

THE ASSISTANT SECRETARIES

IN June, 1913, the Prison Association was enabled to take a significant step forward in efficiency. A special fund for the three years' employment of two assistant secretaries was guaranteed through the generous support of Messrs. E. S. Harkness, Cleveland H. Dodge, Jacob H. Schiff, Dean Sage, F. M. Warburg, Samuel Untermyer, Richard M. Hurd and Frank A. Vanderlip. The Assistant Secretaries' fund will total \$15,000. Two Assistant Secretaries, Mr. Philip Klein and Mr. E. R. Cass, have been appointed. Mr. Klein is a graduate of the two years' course of the New York School of Philanthropy and has had training in foreign countries; Mr. Cass was for several years actively engaged in important work with boys at the Newsboys' Lodging House on Chambers Street, New York City. Their appointment has made possible a division and development of the very varied work carried on formerly, so far as possible, by the General Secretary.

One of the Assistant Secretaries, Mr. Klein, gives the major portion of his time to the intensive study of the correctional institutions within the City of New York; the other Assistant Secretary, Mr. Cass, gives similarly the major part of his time to the inspection and study of the correctional institutions outside of the City of New York. Mr. Klein has made the following special studies and inspection during 1913:

1. A study of the Tombs Prison (City Prison Manhattan) occupying irregularly about six weeks beginning in June. The results are contained in a typewritten report of over 100 pages, which will be submitted early in 1914 to the Department of Correction.
2. Beginnings of a study of the industries of the Department of Correction, particularly those at the penitentiary, Blackwell's Island. The continuation of this work will be a prominent part of Mr. Klein's program during 1914.
3. Inspection of institutions within and without the City of New York, as follows: Nine county jails, two penitentiaries,

three reformatories outside of New York City; all the institutions of the Department of Correction of New York City, consisting of three city prisons, four district prisons, New York County Workhouse, two branch workhouses, and the City Reformatory for Misdemeanants.

4. Preparation of reports of above inspections.

5. Special work on subjects immediately touching the field of the Prison Association, as for example, investigation into the treatment of the insane in our city prisons, including the matter of lunacy commissions, costs, etc., also cooperation with other organizations.

6. Analysis of the budgetary request of the Department of Correction for 1914.

7. Miscellaneous activities, including attendance at conferences, and addresses on subjects within the field of penology.

8. Cooperation with the New York School of Philanthropy in planning a course on criminal statistics, and in compiling so far as possible available material.

Mr. Cass has devoted himself almost entirely to the inspections of correctional institutions without the Greater New York. His activities during 1913 were in general as follows:

For a period of about six weeks beginning in June, he devoted most of his time to the service of the Probation Bureau, attending court sessions, interviewing men in the Tombs, and investigating their stories and looking up their references.

Since about the first of August and up to the end of December, he inspected for the first time fifty county jails, and four county jails for a second time. His inspection work has also covered the Albany County Penitentiary, Onondaga County Penitentiary, Sing Sing Prison, Matteawan State Hospital for the Criminal Insane, Dannemora State Hospital for the Criminal Insane, Clinton Prison, Auburn Prison for Men, Auburn Prison for Women, Great Meadow Prison, Hudson Training School for Girls, Bedford Reformatory, Eastern New York Reformatory, four road work camps made up of men from Clinton Prison, and four similar camps made up of men from Auburn Prison.

With the exception of Comstock, Bedford and Hudson, he dictated, corrected and revised the reports on all of the institutions above mentioned, and copies of the reports have been



Site of New York City Reformatory for Misdemeanants, New Hampton,
Orange Co., N. Y.



Site of New York City Reformatory for Misdemeanants, New Hampton, N. Y.

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sent to the head of the administration of each institution, and also to the respective county boards of Supervisors.

Detailed reports of the above mentioned inspections will be found in Part II of the Annual Report, pages 169 and following.

The activities of the Assistant Secretaries have been outlined in some detail because their duties illustrate the principal upon which the Prison Association is building up its organization, viz.— by “buying efficiency” in definite fields. By securing either specialists or men and women who within a reasonable time may be trained for definite fields of activity, the Association is strengthening a weakness of the past. In former years the very varied duties of the Association have been perforce heaped upon a few shoulders, because of the relatively small annual income of the Association. It is hoped that similar guaranteed funds may be secured for the “purchase of further efficiency” in fields equally important.

CHAPTER FOUR

OUR PRISON VISITOR

IN September, 1913, Mrs. Dean Sage of Albany generously contributed \$1,000, to establish the special position of Prison Visitor on our staff. Not that the Association had failed to visit prisoners; that indeed has been for generations a large function of the Association. But our parole officers, our probation officers, our Secretaries and our relief agents have been able to make the personal and other lengthy calls upon prisoners only incidentally. Mrs. Sage has now made possible a visitor to the prison cells who can give his entire time to the important work. Furthermore, it is now possible to devote even prompter attention to the increasing number of calls for assistance to men and women just out of prison.

Although the engagement of a suitable person to fill this important and confidential position could not be arranged until December, 1913, the movement, initiated in the last fiscal year, can be reported on in this present Annual Report for the first two months of its successful activity. During that time, without any decrease in the work of other members of the Staff, the Prison Visitor, Mr. H. A. Steffens, has accomplished the following results:

Report for the two months ending February 15, 1914.

Visits to institutions (Tombs, Workhouse, Penitentiary, Raymond Street Jail, Harlem Police Station)	38
Interviews at prisons	210
Interviews at office	85
Cases of alleged persecution investigated	10
Investigations at request of prisoners	18
Calls on employers to secure work for discharged prisoners	20
Applications for employment by discharged prisoners . . .	28
Employment secured for discharged prisoners	15
Homes visited to secure lodgings for released female prisoners	7
Homes provided for boys under 18 who had committed a first offense and had been in prison	2

Supervision accepted over boys who had committed offenses, but were not sent to prison.....	2
Storage place secured for furniture when prisoner's family was dispossessed.....	1

Multiplying this report by six, giving the probable volume of work for an entire year, will show clearly its high value. Moreover, the efficiency of the Prison Visitor will increase cumulatively with experience.

How varied, and how important, the new position may be made, is shown by some of the problems already met and solved.

A young man came out of the penitentiary after a year's imprisonment for forgery. We interceded with the man's former employers, and they have taken him back at a salary of \$15 a week and commissions.

A young man with three terms, four years in all, as a criminal record, wrote to a very wealthy member of this association. The letter was referred to us. We found that other letters had been written, and that a casual judgment might be given that a professional begging letter writer was being developed. But when the young man came to this office, after we had made several visits to his residence, we believed in him. Through an employment agency, whose fee we have guaranteed, he found work that is, to be sure, dirty and laborious, but he has been sticking to it faithfully, although he was unfamiliar with manual labor. He is earning \$10 a week.

A youngster of 18 lived with a widowed mother, who had to work to support them both. About a year ago this boy broke into a residence and then pawned the stolen jewelry for a small sum. He was sent to the City Reformatory, and released about a year afterwards. We found him a position. His mother says now that his conduct at home is excellent. The lady from whom he stole is interested in him, and writes: "No one aside from his mother rejoices as much as I do at the change that has taken place in him."

Twelve dollars a week with the Interborough Railroad was the result of the following letter, from a discharged prisoner.

"I am 38 years of age and have a wife and three small children. I have learned a lesson that I never shall forget, and would much rather be in my grave than go through the experience I have just passed through, and also disgrace and suffering I brought upon my wife and children who are the chief sufferers through my act.....Through the death of five of my children, of which three died in one day and later two in five months I got into the hands of loan sharks which was the beginning of my trouble.....My furniture is in storage and unless I get work it will be sold at auction....."

From a father, who learned of the Association.

"It was a fortunate circumstance for me that I had the pleasure of making your acquaintance, because since then by legitimate means I have through you been able to materially aid my erring son in many ways.....I never had any experience in criminal affairs before, and very naturally I did not know which way to turn until you kindly offered to help me. May God bless the society you represent and doubly bless you as a most worthy type of its wonderful work.....Let me thank you with all my heart."

CHAPTER FIVE

OUR RELIEF WORK WITH FAMILIES

WHEN people are destitute, they require help—prompt'y, sensibly, and as liberally as funds will permit. "Help" does not mean that all applicants need money, or that they all ought to have money. Sagacious advice, and the willingness to "stand by" a family or an individual, is often the best possible help.

Prisoners, released prisoners, prisoner's families, all are liable to need help. The crucial time for the prisoner is not during his prison term, but when he comes out. The crucial time for his family is generally while he is "away."

The Prison Association aims to be in earnest the "friend in need" for these special groups of unfortunate people. Of course, there are more prisoners and prisoners' families in need than we can help, or than appeal to us. But so far as our resources allow, we help. And if we were not helping, there would indeed be much misery that we are so fortunate as to be able to alleviate, and often to abolish entirely.

We doubt if any part of our daily work is more appealing to us, or to the members of our Association, who make this work possible. Our task is simple, yet difficult; throbbing with sympathy, demanding endurance of our relief workers, yet permeated with the spirit of reasonable, permanent help so far as possible.

In the spring of 1912, we were told by another charitable society of the destitute family of a prisoner. He had been sentenced to State prison in April, 1912, to from one to five years for assault. As usual, the family was suddenly left in despair. His family consisted of himself, his wife and three very small children. She was the janitress of the house in which they were living. She had rent free, but it was a four-story house with sixteen families, and it took nearly all her time to do her work there. Yet, with a sum which the Prison Association allowed her, and \$2 a week which she earned at washing, the family, with our help and advice, managed to get

along not badly. On April, 10, 1913, the husband was released from prison. Securing work as helper in a market, he began to make \$12 a week.

There are several important facts to note about the above instance of need. We do not believe that a family should be a dire sufferer because of the sins of the father and bread-winner. While we cannot always keep the family at the standard maintained before the man of the house was "sent away," we earnestly aim to deal as liberally as possible with the family, believing it much better to restore to the outgoing prisoner his family in decent condition, demanding of him by appeal and by direct supervision that he maintain them properly from then on.

And in this case it worked. The wife stated that she thought her husband's imprisonment had on him a beneficial effect, because while previous to his conviction she had received only a few dollars weekly, she now receives his entire salary, and she allows him the money necessary for his expenses. In all, the Prison Association gave relief in food to this family to the extent of \$163.50. A good investment.

Thanksgiving and Christmas Days are special occasions with "our families," as they are with most people. Last Thanksgiving thirty-eight families received baskets, containing:

10 lb. turkey. ¹	I can corn.
1 qt. potatoes.	I can tomatoes.
½ lb. coffee.	I can peas.
1 pkg. tea.	6 apples.
2 lbs. sugar.	\$1.00 cash.

At Christmas forty-three families received Christmas baskets, each basket containing:

10 lb. turkey. ¹	I box cocoa.
3 lbs. sirloin of beef.	I qt. potatoes.
½ lb. coffee.	I can tomatoes.
2 lbs. of sugar.	6 apples.
½ lb. tea.	\$1.00 cash.

¹At very low wholesale price.

Eighty-four children received Christmas stockings, each stocking containing:

BOYS	GIRLS	BABIES
1 pr. stockings.	1 pr. stockings.	1 pr. stockings.
1 woolen cap.	1 woolen cap.	1 woolen cap.
1 bag marbles.	1 pr. woolen mitts.	1 pr. woolen mitts.
1 Gospel (St. John).	1 box candy.	1 linen ABC. book.
1 box candy.	1 Gospel (St. John).	1 set blocks.
1 ball.	1 doll.	1 box candy.
1 baseball glove.	Candy mottoes.	1 toy horse.
Candy mottoes.	Hair ribbon.	1 doll.

Important assistance has been given during the year by the Ladies' Relief Committee of the Prison Association, working in cooperation with the Society. The Committee has held monthly meetings, at each of which some of the more important or complicated instances of destitution and need have been presented by Mrs. Rodgers for consideration and advice.

A movement is also under way to increase the scope of the Ladies' Auxiliary Committee in connection with the aid of released and discharged women offenders.

Some of the letters of thanks and the spoken words of gratitude have been most pathetic, and make the work a thousand-fold reward to those who share in it.

From a prisoner at Clinton Prison: " . . . And also thank you very much for taking care of my wife and four children, my wife lives at. . . . I have been receiving letters from her telling me the kindness she has received from you and I thank you and I truly hope that I will be from behind the bars very soon, to return the kindness to those that taken care of my family since I has been in prison. . . ."

From a mother at Christmas: "My children are so thankful to you that I cannot express it in words."

From another mother: "Received money and am very thankful, we are all feeling good except the baby, the other night it took convulsions. The children all send you best regards and kisses. . . ."

From a wife: . . . My husband returns home in February, and I would like to have a home ready for him and

that is why I am taking this liberty. . . . You were very good to me when I was in trouble, and I see by the papers the good that is done by you, that is why I am writting you this letter. . . .”

From a man condemned to death:

“I am afraid I cannot fully express my thanks on paper, for were it not for yourself and one or two others I do not know what my wife would have done, and had anything happened to her I am sure I would not even attempt to appeal my case for you know she is all I have now to live for.”¹

From a little girl. “. . . Mother received the money this morning and is very thankful to you. I was promoted this afternoon into the graduation class. I have to try now to graduate in February so I can help mother. My sister is very weak yet and the doctor said she would have to stay home from work.”

From the Superintendent of Elmira Reformatory. . . . I am sending you a copy of a letter sent from a little boy.” “. . . I am the brother of_____. I am eleventh years old. we are four brothers and four girls all little. my mother is very sick. My father is a old man because we need bread and my father don’t work good because I pray you to sent my brother_____ home. because he go to work and he bring us bread. I tell you the trute informed yourself of the family and see what kind of family we are please inform yourself. I pray you do me this favor. Please let me know when he come and please sent him kuick becose we ned to eat we are small. tanky you very much. your friend Tony G.”

Such are a few of the many letters and words of thanks and of need come to us. What heart is not stirred by such plaintive and often despairing calls for help? Our “families” do not bulk large in the world’s affairs, and often indeed we are almost the only friends. But to those who suffer, their own griefs are the greatest in the world. It is with profound gratitude that those who work with our families appreciate the means that have been given to the Association to make this work possible.

¹ Execution has since occurred.

CHAPTER SIX

OUR PAROLE AND RELIEF WORK FOR PRISONERS

EVER since the Prison Association was established in 1844, perhaps the primary purpose of the Association has been the relief of prisoners upon their release from prison.

As in former years, so in 1913, we have made this work of prime importance. Indeed our ability to help has increased much. Not only are we able to help in scores of instances of men on parole from Elmira and from Napanoch Reformatories, who come to the parole office of the Reformatory in the Prison Association building, but during the year our parole agent for the State Prisons, Mr. A. L. Bohn, has continued to make his special work not only the supervision of parole of State Prisoners, but also their relief in cases of need.

In April, 1911, the Prison Association began systematically to assume supervision of paroled men, released from the State prisons of this State. We have always deliberately volunteered to receive on parole young men who might not otherwise obtain a parole officer. We have also deliberately done our best to exercise a careful supervision over such men, but we recognize perfectly that at any time a much larger number of men are now on parole to our single parole officer than he can properly supervise. This is a strong reason why the Prison Association should maintain an additional parole officer for our State prisons. Our parole work is done entirely without compensation by the State or any other source.

State prison men are on the average somewhat older than reformatory men. In order to know as accurately as possible just how they behave, a careful analysis has been made of the results of our parole system for State prisons to date.

Speaking first of the parole work of our fiscal year 1912 and 1913, we find that 242 men from State prisons were on parole. Of these:

White.....	135 or 56%
Colored.....	106 } or 44%
Chinese.....	1 }

The disposition of these men on parole during the year was as follows:

Discharged by absolute release.....	89, or 37%
Still reporting September 30, 1913.....	114, or 47%
Declared delinquent during the year.....	39, or 16%

Of the thirty-nine prisoners declared delinquent, seventeen were returned, or 44 per cent of the total number declared delinquent.

Analyzing now by prisons we find that of the 242 on parole during the year, there were from:

Sing Sing.....	84, or 36%
Auburn.....	16, or 6%
Clinton.....	12, or 5%
Great Meadow.....	130, or 53%

We have been especially interested in tracing the delinquents as to color, and we find that during the year there were twenty-six white delinquents and thirteen colored delinquents. Comparing these with the total of each color on parole, we have found that the white delinquents number 19 per cent of the total white paroled inmates, while the colored delinquents number only 12 per cent of the total colored prisoners on parole.

Comparing now the delinquency from the various institutions on the basis of the total number on parole, the following interesting figures result:

Total on parole	Delin- quency during year	Per cent delin- quent
Sing Sing.....	84	11
Auburn.....	16	7
Clinton.....	12	7
Great Meadow.....	130	21
<hr/>	<hr/>	<hr/>
Total.....	242	39
		16%

This total of 16 per cent for the past year is considerably better than that for the preceding year, which was 77 out of 320, or 24 per cent.



Completed Wing, Great Meadow Prison, Comstock.



Field Day, Great Meadow Prison, Comstock.

Returning now to the question of color. The division by color for those paroled during the same year who became delinquent, still shows in favor of the colored race as follows:

	Paroled	Delinquent	Per cent
White.....	80	16	20
Colored.....	53	7	13

Our facts regarding parole by color for those paroled prior to October 1, 1912, are not available, so that we cannot test the correctness of the following table, which shows poorer results for colored men paroled previous to the fiscal year 1912 and 1913, than for the colored men paroled, or on parole, during the year. But recalling that 108 persons were paroled during the year and that eighty-nine persons were absolutely released during the year, we find that for the whites there were discharged during the year by absolute release 82 per cent, while of the colored persons on parole who were reporting at the beginning of the year, there were discharged only 74 per cent. With this exception, practically everything speaks in favor of the colored. Separating by institution and color we obtain the following two tables for those on parole during the year (242) and those paroled during the year:

	ON PAROLE			DELINQUENT			PERCENTAGE DELINQUENT OF THOSE ON PAROLE		
	White	Colored	Total	White	Colored	Total	White	Colored	Total
Sing Sing.....	55	28	*83	7	4	11	13	14	13
Auburn and Clin-ton.....	24	4	28	7	0	7	29	0	25
Great Meadow.....	56	74	130	12	9	21	21	12	16
Total.....	135	106	*241	26	13	39	19	12	16

	PAROLED DURING YEAR			DELINQUENT OF THOSE			PERCENTAGE DELINQUENT OF THOSE PAROLED DURING YEAR OF THE SAME COLOR		Percent-age of total paroled
	White	Colored	Total	White	Colored	Total	White	Colored	
Sing Sing.....	35	12	*47	4	1	5	11	8	11
Auburn and Clin-ton.....	17	2	19	7	0	7	41	0	18
Great Meadow.....	28	39	67	5	6	11	18	15	16
Total.....	80	53	*133	16	7	23	20	13	17

* Does not include the one Chinese.

We have further examined our records to learn to what extent those persons afterwards becoming delinquent have made reports before becoming delinquent. It is mandatory that a report should be made at least once a month. The following facts have been obtained:

THE EXAMINATION OF THE NUMBER OF REPORTS OF THOSE DELINQUENT DURING THE YEAR SHOWS THE FOLLOWING:

[Note: Cipher means, appeared after parole but did not send in any reports.]

Delinquent at large

	Reports	White	Colored
Sing Sing.....	0	4	.....
Auburn.....	0	3	.....
Auburn.....	1	1	.....
Clinton.....	1	1	.....
Comstock.....	0	2	2
	1	.....	2
	2	2	1
	3	.....	1
	5	1	.....
	7	1	.....
	9	1	.....
Total.....	.....	16	6

Returned to prison

	Reports	White	Colored
Sing Sing.....	0	1	1
	1	.....	2
	5	1	1
	9	1	.....
Auburn.....	6	1	.....
Clinton.....	3	1	.....
Comstock.....	0	1	.....
	3	1	.....
	5	.....	1
	6	2	1
	11	1	.....
Total.....	14	.....	1
	.....	10	7

¹ Held beyond twelve months because conduct was not good.

The recapitulation of this shows

NUMBER OF REPORTS MADE	Number of prisoners making reports	Of these Delinquent not returned	Of these returned
0.....	14	11	3
1.....	6	4	2
2.....	3	3	0
3.....	3	1	2
5.....	4	1	3
6.....	4	0	4
7.....	1	1	0
9.....	2	1	1
11.....	1	0	1
14.....	1	0	1

This shows that on the whole, those who have evaded recapture are the ones that never came back for report; or rather that those that tried hard to keep their parole requirements by reporting regularly were more likely to be recaptured when at last they became delinquent. The small figures probably do not justify more detailed comparisons.

THE PRISON ASSOCIATION OF NEW YORK.

GENERAL PAROLE STATISTICS FOR STATE PRISONS
BEGINNING OCT. 1, 1912, AND ENDING SEPT. 30, 1913

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Oct., 1913
	MEN IN CHARGE BEGINNING OF EACH MONTH												
Sing Sing.....	36	36	40	41	41	39	39	35	39	38	45	43	46
Auburn.....	4	5	5	5	6	7	7	7	9	8	10	8	11
Clinton.....	5	5	5	5	6	5	4	3	3	5	5	4	5
Great Meadow.....	63	61	69	72	74	71	69	69	70	73	77	78	74
Total.....	108	107	119	123	127	122	119	114	121	124	137	133	136

	NEW CASES DURING YEAR												
Sing Sing.....	3	4	3	1	1	4	3	5	6	10	3	5	48
Auburn.....	2	0	0	1	1	0	1	2	0	2	0	3	12
Clinton.....	0	1	0	1	0	0	0	0	2	1	0	2	7
Great Meadow.....	7	8	8	7	2	1	11	4	7	9	3	0	67
Total.....	12	13	11	10	4	5	15	11	15	22	6	10	134

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ABSOLUTELY RELEASED DURING YEAR									
Sing Sing.....	0	0	2	1	2	3	6	1	7
Auburn.....	1	0	0	0	0	0	0	1	0
Clinton.....	0	1	0	0	1	1	0	1	1
Great Meadow.....	8	0	4	4	3	9	3	3	4
Total.....	9	1	6	5	6	7	16	4	11

RETURNED TO PRISON DURING YEAR									
Sing Sing.....	3	0	0	0	1	1	0	0	0
Auburn.....	0	0	0	0	0	1	0	0	0
Clinton.....	0	0	0	1	0	0	0	0	0
Great Meadow.....	1	0	1	1	0	2	0	1	0
Total.....	4	0	1	1	1	4	0	1	1

DELINQUENT DURING YEAR									
Sing Sing.....	3	0	1	2	0	0	1	0	1
Auburn.....	0	0	0	1	0	2	0	1	0
Clinton.....	0	0	0	1	0	0	0	1	0
Great Meadow.....	4	1	3	1	2	0	3	2	3
Total.....	7	1	4	3	0	6	2	5	4

	Total paroled to the P. A. prior to Oct. 1, 1912	Of these there were declared delinquent	ON PAROLE IN GOOD STANDING OCT. 1, 1912			PAROLED OCT. 1, 1912 TO SEP. 30, 1913			TOTAL OCT. 1, 1912-Sep. 30, 1913		
			Total	White	Colored	Total	White	Colored	Total	White	Colored
Sing Sing.....	214	58	36	20	16	48	35	*13	84	55	29
Auburn.....	14	6	4	3	1	12	10	2	16	13	3
Clinton.....	19	1	5	4	1	7	7	0	12	11	1
Great Meadow.....	73	12	63	28	35	67	28	39	130	56	74
Total.....	†320	†77	†108	†55	†53	†34	80	53	242	135	107

* Includes 1 Chinese.

† Estimated.

	OF THOSE DECLARED DELINQUENT THERE WERE RETURNED FOR VIOLATION OF PAROLE											
				OF THOSE PAROLED DURING SAME YEAR			OF THOSE PAROLED PREVIOUS TO OCT. 1, 1912					
	Total	White	Colored	Total	White	Colored	Total	White	Colored	Total	White	Colored
Sing Sing.....	7	3	4	2	1	1	1	0	0	5	2	3
Auburn.....	1	1	0	1	1	0	0	0	0	0	0	0
Clinton.....	1	1	0	1	1	0	0	0	0	0	0	0
Great Meadow.....	8	5	3	3	2	1	1	0	0	5	3	2
Total.....	17	10	7	7	5	2	10	5	5	5	5	5

During the fiscal year ending September 30, 1913, Mr. Bohn, Parole Agent, attended nine meetings of the Board of Parole at Sing Sing, and five meetings at Comstock, visited the Tombs almost daily, made frequent visits to Raymond Street Jail, the Penitentiary and the Workhouse.

We have found permanent employment for thirty-one and temporary employment for fourteen. Besides this we have helped, in the most various ways, men to find employment for themselves.

The work of the Parole Department has increased to such an extent that an assistant has for several months been detailed to this department. The entire morning is devoted to conferences with paroled men, giving them advice, etc., and the afternoon is given over to making investigations and visiting men in our charge.

Among the new prisoners on parole coming to us during the past year, we have selected the following as among the most interesting, giving in some cases personal letters from the men:

OUR PAROLE AND RELIEF WORK FOR PRISONERS. 57

DISCHARGED BY ABSOLUTE RELEASE DURING YEAR			DECLARED DELINQUENT FROM OCT. 1, 1912, TO SEP. 30, 1913								
Total	White	Colored	Total	White	Colored	OF THOSE PAROLED DURING SAME YEAR			OF THOSE PAROLED IN PREVIOUS YEARS		
						Total	White	Colored	Total	White	Colored
31	23	8	11	7	4	5	4	1	6	3	3
4	3	1	5	5	0	5	5	0	0	0	0
6	5	1	2	2	0	2	2	0	0	0	0
48	19	29	21	12	9	11	5	6	10	7	3
89	50	39	39	26	13	23	16	7	16	10	6

TOTAL REMAINING ON PAROLE SEP. 30, 1913 (INCLUDING DELINQUENT)

Total	White	Colored	IN GOOD STANDING			DELINQUENT AT LARGE		
			Total	White	Colored	Total	White	Colored
46	29	*17	42	25	*17	4	4	0
11	9	2	7	5	2	4	4	0
5	5	0	4	4	0	1	1	0
74	32	*42	61	25	*36	13	7	6
136	75	61	114	59	55	22	16	6

* Includes 1 Chinese.

A. B., paroled from Great Meadow Prison, Comstock. We helped him to secure a position with a large machinery concern, where his salary has been increased several times; he said to the Parole Agent not long ago that he would not leave there under any consideration. The following letter, which was written just before he started to work, shows his appreciation:

“ Dear Sir:

I have seen Mr. X. Y. and he told me to report to work at 7:30 a. m. I am very thankful to you and will show you that I can make good.

A. B.”

C. D. paroled from Great Meadow Prison. For eight months previous to this man's release the Prison Association paid eight dollars a month rent for his wife and two children, the wife being able to earn enough for food and other necessities

by working as a coat finisher. Upon his release on parole, he secured a position at his trade as a barber and was then able to support his family. He has finally bought his own barber-shop and is now making good. The following letter was received by him soon after his final discharge:

“ Dear Sir:

I received my discharged paper and also your words of encouragement. You cannot imagine how glad I felt. To start with, let me thank you for all that you have done for me and your kind thoughtfulness, I shall never forget you. . . .

My own burning desire is now not to be a cause of troubles to any one any longer. I'll write to you from time to time as you wish, and let you know how I am getting along. I shall feel ever much indebted you.

C. D.”

E. F. paroled from Great Meadow Prison. He secured a position as chauffeur here in New York. He has since become the chauffeur of a prominent man in a city up-State and is doing well.

G. H. paroled to us from Sing Sing Prison. This man is a cripple, his legs being off at the knees. He is obliged to get about on a tricycle. He is also paralyzed in one arm. We sent him first to Bellevue for treatment, and as soon as he was able to work, we obtained a license for him to peddle. He made good at this work, and some six months after his release, married. He now has a small restaurant of his own, and also continues his peddling. The restaurant is patronized largely by longshoremen. Following are two letters from him:

“ Dear Sir:

As it is raining I cannot call up to see you on account of getting up on the curbs with my wheels. My board bill cost me ten dollars and I made forty dollars in my business. I have spent one hundred and twenty opening up a restaurant. I paid five months in advance, thirty-five dollars.

Yours,
G. H.”

“ Dear Sir:

It with pleasure to inform you of my success of business as you know that I am in the Restaurant Business but I am

still at my Business as a Pedler and I hope this will be satisfaction to you. Well Mr. Bohn own the 12th day of this month I got married so I wish you would call down some spair day and see me this is all at Present hoping that this will meet your appoval, yours Respectful.

G. H."

I. J. paroled from Sing Sing Prison, is a chef by trade. At first he obtained a position at his trade and now he is the owner of a well-paying restaurant business in the theatrical district and is making a success.

K. L. released from Sing Sing and paroled to us. We obtained for him permission to go to San Francisco, where he is now in business for himself and is the secretary of the company. The following is a latter from him:

"Dear Sir: I wish to thank you for your kind letter of the 29th ult. and not only for the enclosure you sent me but for the good wishes you express and which I feel are sincerely meant. You cannot but know that the assistance you have extended to me has been of great value and I think that I fully appreciate it.

The work at the Exposition is not yet far enough advanced for me to engage in the work I had in mind when I came out here, and I have been connected with the above Company for the last six months. I was elected Secretary at the last meeting and am also on the board of directors, so that it appears my services have been satisfactory to the people I am associated with. I am rapidly acquiring a circle of friends, have a very pleasant home, my family all seem to be contented, we are all in good health, and I can see no good reason why I should not get along. One thing surprises me very much. I seldom think of the experience through which I have just passed and when I do it only seems like a bad dream. With many thanks for all the kindness you have shown to me, I remain,

Yours very truly,
K. L."

M. N. released from Clinton Prison on parole. He was tubercular and found it hard to get steady employment in New York. We finally obtained for him permission to go

to his father's home in Massachusetts where he has made good and finally received his absolute release. The following letter was received from him in September:

" Dear Mr. Bohn:

Your letter received also my discharge paper, and believe I was never pleased at receiving anything as I was my discharge paper. Now that I have made good to you I hope that the next time, if ever we should meet again, that when I tell you I'll do a thing, you won't have any uneasiness concerning my doings. I am getting along nicely and tomorrow I am going to New Hampshire for the winter to work on a contract job driving a team, as the folks thought the air and change of climate would do me good on account of my lungs going back on me . . . as I wrote you some time, and as I am going to get seventeen dollars a month on the job it won't be a bad idea, I'll be picking up in health and making money at the same time.

Now Mr. Bohn I want to thank you and with sincerity for your kindness to me while in N. Y. and your extended efforts in adjusting the matter so I could be allowed to come home, and believe me I won't forget that you put forth a hand of good fellowship to me, in my time of need, and should it ever happen, believe me I'd do as much for you were it in my power. . . . I'll close now with best of luck to you and may you never know what the word trouble means. Believe me to be one of your best wishers.

M. N."



Stockade, Great Meadow Prison, Comstock.



Typical Cell, Great Meadow Prison, Comstock, N. Y.

CHAPTER SEVEN

OUR PROBATION WORK

WE maintain two probation officers in the Court of General Sessions, and for years we have assisted the City of New York by this form of co-operation. During the fiscal year ending September 30, 1913, Mr. Kimball and Mr. Ornitz, our agents, investigated, at the request of judges in General Sessions, 599 cases. We received on probation during the same twelve months 79 persons, released at the order of the judge 104 persons from probation, collected from probationers for parties to whom money was due \$969.73, received 2,796 reports from probationers personally, and 939 by mail or telephone, and in general a med to supervise to the extent of our ability those on probation to us.

The average age of our probationers reporting was, during the year, 27 years. The average length of time reporting was one year, four months. We had on probation during the year a total of 232 persons; on October 1, 1913, there remained on probation 128 persons.

Probation is a very serious matter. We quote from the annual report of 1912, pages 212-213.

"Probation is generally called a substitute for imprisonment. This is erroneous. Probation is a *suspension* of imprisonment during good behavior. Sometimes probation is accompanied by the requirement that so far as possible compensation shall be made by the probationer for the injury that he has caused, and which led to his trial and conviction.

"The principle of probation is easy to understand. Probation is a common-sense answer to the question: 'Why should we send to prison a person who probably will not commit another crime, and who, if given a reasonable chance, will reform without the stigma of imprisonment and the attendant possibility of becoming a criminal through the criminal associations of the prison?'

"Therefore the State Probation Commission gives the following definition of probation:

Probation is a system used in suitable instances to discipline and improve the conduct of convicted adult offenders and juve-

nile delinquents, without commitment to an institution, by release on good behavior, and under the authoritative, helpful oversight of an official known as a probation officer.

Those placed on probation are usually required — for a period varying from a few months to a year or two — to report regularly to the probation officer, and to observe certain restrictions and regulations as to their actions and behavior. The probation officer, besides receiving reports from these probationers, tries to win their confidence and friendship, visits them in their homes, makes inquiries from other sources concerning their conduct and manner of life, and aids them in practical ways to become rehabilitated as orderly, useful members of society. If any probationer fails to satisfy the conditions laid down by the court, he may be returned to court for commitment or other treatment.

"In short, John Doe, convicted of grand larceny, and standing before the judge for sentence, may hear these words:

'Doe, you have been found guilty of grand larceny. The penalty that might be imposed upon you is so-and-so many years in State prison, or a sentence to Elmira Reformatory. The probation officer has made a careful investigation of the circumstances of your deed, and of your home surroundings, your employment, and has also with much care learned what your employers, your people, and others who know you well have to say about you. The reports that come to me are in the main very favorable. It appears that you committed this very serious crime when you were intoxicated, and in the company of a number of young fellows, two of whom have already served a term in the Elmira Reformatory. I believe that you were led astray by your associates, and that this trial, and the ignominy of this appearance in court as a criminal will teach you a sufficient lesson. Sentence is therefore suspended upon you during your good behavior. You are placed in charge of Mr. Kimball, the probation officer of the Prison Association, to whom you are to report weekly until he tells you that you need no longer do so. If you do not observe carefully the rules that Mr. Kimball lays down to you, he will return you to this court, and I shall impose sentence upon you. You have one more chance to make good. Profit by it.'

"What are the essentials of a good probation system? Briefly:

1. A wise judge, discriminating in his choice of probationers.
2. An adequate and experienced corps of probation officers, preferably chosen from civil service lists.
3. Systematic supervision and assistance of probationers.
4. An adequate period of probation.
5. Regular reports to the judges as to the conduct and other circumstances of probationers.
6. No overcrowding of probation officers, through the assignment of too many cases.
7. Rigorous prosecutions of delinquent probationers.
8. Cordial and considerate appreciation of the difficulties attending a wise administration of the probation system by judges, by district attorney's office and by the public."

Our two probation officers not only serve the courts, but also perform important prison visiting work. They are each day in the Tombs, and many indeed are the men who seek their advice.

Recently a mother wrote to Mr. Kimball in part as follows:

In fact the greatest share in redeeming my son belongs to you..... Your kindly interest in him has engendered in my heart an everlasting gratitude, and in his a deep reverence for your fatherly advice and counsel..... F. is all I could wish for now. He works steadily and his leisure moments are well spent. He has good chances for advancement in his work.

Oh, if all the erring boys could be given the chance that my boy has, how few would be the mothers' aching hearts, and how many worthy men there would be to take their place among men and women to better the world, themselves and all about them. The good that you have done for my son and for me I know you are doing for thousands of other sons and mothers.

Here is an encouraging letter from a former probationer:

September 1, 1913.

Dear Mr. Kimball:

Received good news a few days ago to the effect that things have turned out successfully with the company and that opera-

tions will be started within the next week on our own factory. I am to return at once and my old position will be waiting for me. Have been working here at a local factory for the past month and managed to make enough to keep things going. Things are certainly bad all over this country with no sign of a let-up. Left mother at X.....when I came away and you may be sure I'll be glad to see her again. Hope you got away on a vacation and got some rest.

My stock will go up 100 per cent now that I am going back to X.....I am well liked by the managing director and I feel sure of my ultimate success. My position there will be a reasonable one with every chance to make good. The success of the business itself is unquestioned and I am indeed fortunate to get into the company and grow with it. It will grow quickly and so will I.

In every letter she writes, mother wishes to be remembered to you, so I had better tell you so now or I'll be in for a scolding when I get back. I hope it gives you pleasure some time to think of the happiness you have brought her by your goodness to me. As concerns myself I think you know that I can never forget you and that to my dying day I shall ever do my best to prove my gratitude and appreciation. I shall never regret what has happened, for to come into contact with a man such as you has changed entirely my thoughts and opinions regarding many things. It has made me see that kindness and charity really exist, that there are those who do interest themselves in their more unfortunate brothers and extend to them a helping hand; because of my knowledge of you and your work it has made a better man of me. So long as I live I am going to try with my whole heart and soul to make a great success of my life and myself, to make for myself a position among the successful men of the world and a name that will be honored and respected, for by so doing I shall not only be making something of myself but I shall have the pleasure of saying to you, "were it not for you, it would never have happened." I want you to feel that in my case you have made a success. I want to be instrumental in making you feel that in your work you have been successful and what is more, I shall do so.

Yours gratefully and respectfully

The Prison Association, in spite of the work which it is trying faithfully to perform, believes that the present probation system in the Court of General Sessions is not conducive to the best results, and in the present report we reiterate strongly our belief that the City should follow its own example in the inferior courts, and appoint a corps of probation officers for the Court of General Sessions, to be selected under the civil service rules, and to be under the direction of a chief probation officer. We print herewith again our statement contained on page 30 of the report for 1911 of this Association.

In the Court of General Sessions there is a numerically inadequate corps of probation officers. They have far too many cases, and the cases are distributed unevenly from a numerical standpoint. There is no chief probation officer. The probation officers in the Court of General Sessions are salaried, not by the city, but by private societies, and while there may be cordiality and even friendship between probation officers, there is not the responsibility or the coordination of work necessary to make the working out of the probation system wholly successful. The Prison Association, having several probation officers in the Court of General Sessions, is nevertheless an advocate of the plan of the State Probation Commission, providing for a corps of probation officers salaried by the city and a chief probation officer, the force to be adequate, to be experienced, and to be centralized as to method. In the opinion of the Prison Association, neither the judges nor the district attorney's office will receive the best results from a probation system until such corps of probation officers is established. It is to be hoped that when such a corps is established, the experience and ability of the probation officers now working in the Court of General Sessions will be taken into consideration.

CRIMES OF CASES INVESTIGATED
(OCTOBER 1, 1912-OCTOBER 1, 1913)

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Grand larceny, 1st degree.....	5	1	1	0	0	1	1	1	4	4	3	3	24
Attempted grand larceny, 2d degree	0	0	1	2	0	3	2	0	1	0	0	0	9
Grand larceny, 2d degree.....	13	14	15	5	10	2	9	9	11	10	5	2	105
Attempted robbery, 1st degree.....	0	0	0	0	0	0	0	0	0	2	0	0	2
Robbery, 1st degree.....	0	1	0	0	0	1	6	0	2	4	0	0	14
Robbery, 2d degree.....	0	0	0	0	0	0	1	0	1	0	0	0	2
Robbery, 3d degree.....	0	0	0	0	0	0	0	0	0	1	0	0	1
Burglary, 1st degree.....	2	0	0	0	0	0	0	0	0	0	0	0	2
Burglary, 2d degree.....	0	3	1	1	0	0	1	2	0	0	0	0	8
Burglary, 3d degree.....	6	4	12	6	6	1	9	11	19	11	3	3	91
Attempted burglary, 3d degree.....	1	0	1	0	0	0	0	0	1	0	0	2	5
Receiving stolen property.....	0	1	1	0	1	1	1	1	1	3	2	0	12
Petit larceny.....	2	7	9	4	13	6	0	3	7	2	7	2	62
Unlawful entry.....	2	1	0	2	2	0	1	2	1	3	0	0	14
Burglars' tools.....	0	0	0	1	0	0	0	0	0	0	0	1	2
Injury to property.....	1	0	0	0	0	0	0	0	0	4	0	0	5
Forgery, 2d degree	2	3	0	1	5	4	2	1	1	5	4	0	2
Forgery, 3d degree	1	0	0	0	0	0	0	0	1	0	0	1	6

OUR PROBATION WORK.

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DISPOSITION OF CASES INVESTIGATED

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
State prison	12	11	13	4	14	10	16	8	15	14	3	8	128
Elmira Reformatory	9	10	10	8	3	2	16	13	20	18	6	3	118
Bedford Reformatory	1	2	0	0	1	0	0	0	2	2	0	0	8
City Reformatory	5	2	6	2	2	0	0	4	7	3	1	0	32
Penitentiary	21	16	20	8	19	7	12	12	18	13	7	6	159
Sentence suspended	6	8	6	3	3	2	1	8	6	3	0	2	48
Probation	10	6	11	6	10	7	3	11	7	2	4	2	79
Fined	0	1	5	0	1	3	0	1	5	0	0	0	16
Discharged	0	0	1	0	1	0	0	1	0	1	0	1	5
House of Refuge	0	0	0	1	0	0	0	0	0	0	0	0	1
City prison	0	0	0	2	0	0	0	0	0	1	0	0	3
Deported	0	0	0	0	2	0	0	0	0	0	0	0	2
Total	64	56	72	34	56	31	48	56	81	56	21	22	599

OUR PROBATION WORK.

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PROBATIONERS RECEIVED

CRIMES	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Grand larceny, 1st degree.....	0	0	1	0	0	0	0	0	1	0	0	0	2
Grand larceny, 2d degree.....	2	3	2	0	1	2	0	2	0	3	1	2	18
Attempted grand larceny, 2d degree	0	0	0	0	0	0	0	0	0	0	0	0	2
Forgery, 2d degree.....	1	0	0	0	0	0	1	0	2	0	0	0	5
Attempted forgery, 2d degree.....	0	0	1	1	0	0	0	0	0	0	0	0	2
Forgery, 3d degree.....	0	0	0	0	0	1	0	0	0	0	0	0	1
Burglary, 3d degree.....	0	0	3	1	3	0	1	0	0	0	1	1	10
Attempted burglary, 3d degree.....	0	0	1	0	0	0	0	0	0	0	0	0	1
Petit larceny.....	1	2	0	2	4	1	0	1	0	0	0	0	11
Unlawful entry.....	1	0	0	1	0	0	0	0	0	0	0	0	4
Receiving stolen property.....	0	0	0	0	0	0	0	0	0	0	0	0	1
Injury to property	0	0	0	0	0	0	0	0	0	0	1	0	1
Section 1897, Penal Law.....	3	0	1	0	1	0	1	0	1	3	3	0	14
Assault, 3d degree.....	1	1	0	0	0	0	1	0	0	0	0	0	3
Attempted suicide.....	0	0	1	0	0	0	0	0	0	0	0	0	1
Abandonment.....	1	0	0	1	0	0	0	0	0	1	0	0	2
Unlawful practice medicine.....	0	0	0	0	0	0	0	0	0	0	0	0	1
Total.....	10	6	11	6	10	7	3	11	7	2	4	2	97

THE PRISON ASSOCIATION OF NEW YORK.

PASSED FROM PROBATIONARY OVERSIGHT

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Time expired.....	5	5	8	4	2	11	2	1	5	1	3	2	49
Excused.....	0	2	10	2	2	10	1	1	0	0	0	4	32
Bench warrants.....	0	0	1	1	1	3	0	1	1	0	0	0	8
Rearrested and sentenced.....	0	2	0	0	0	0	0	1	2	1	0	0	6
Lost.....	0	1	0	0	0	0	0	0	0	0	0	0	1
Died.....	0	0	0	0	0	0	0	0	0	0	1	0	1
Moved (by permission).....	1	0	0	0	0	0	0	4	1	0	0	0	6
Joined navy.....	0	0	0	0	0	0	1	0	0	0	0	0	1
Total.....	6	10	19	7	5	25	8	6	7	2	3	6	104



Proposed Site of State Prison, Wingdale. The immediate water supply.



Proposed Site of State Prison, Wingdale. The upper hills are in Connecticut.

MONEY COLLECTED FROM PROBATIONERS

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Restitution	\$41 00	\$42 00	\$61 25	\$48 00	\$51 25	\$42 00	\$54 00	\$247 23	\$136 00	\$39 00	\$38 00	\$15 00	\$814 73
Family support	20 00	20 00	20 00	20 00	20 00	20 00	20 00	9 00	43 00	3 00	.....	.....	155 00
Total	\$61 00	\$62 00	\$81 25	\$48 00	\$71 25	\$62 00	\$54 00	\$256 23	\$179 00	\$42 00	\$38 00	\$15 00	\$969 73

THE PRISON ASSOCIATION OF NEW YORK.

REPORTS OF PROBATIONERS

Personal

Mail and telephone

MONTH	Week					MONTH	Week					Aver-age	
	1"	2"	3"	4"	5"		1"	2"	3"	4"	5"	Total	
October.....	60	47	59	93	...	269	67	October.....	20	25	23	...	88
November.....	58	58	59	8	...	183	61	November.....	16	20	18	19	73
December.....	62	56	63	56	...	237	59	December.....	25	28	27	22	102
January.....	59	58	62	61	34	271	54	January.....	16	27	22	16	9
February.....	58	54	52	47	...	211	52	February.....	16	20	23	24	83
March.....	53	64	58	64	...	237	59	March.....	19	10	17	16	62
April.....	56	60	51	56	...	223	56	April.....	18	14	19	19	70
May.....	56	58	63	59	42	278	55	May.....	18	24	19	14	18
June.....	51	61	52	59	...	226	56	June.....	17	14	19	17	67
July.....	58	54	64	51	43	270	54	July.....	20	17	16	12	83
August.....	60	59	48	55	...	232	55	August.....	23	14	18	14	74
September.....	34	43	39	43	...	159	39	September.....	13	11	18	12	54
Total.....						2,796	55	Total.....					939
													18

OUR PROBATION WORK.

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CASES INVESTIGATED (EACH JUDGE)

JUDGES	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Crain.....	4	8	7	...	7	1	24	9	8	...	...	2	70
Foster.....	16	32	23	...	4	4	12	...	55	24	8	2	180
Mulqueen.....	3	...	2	...	27	7	2	1	...	...	...	10	52
O'Sullivan.....	...	...	24	9	8	11	2	3	...	13	...	...	70
Rosalsky.....	...	...	...	19	6	5	2	4	...	4	11	6	57
Swann.....	40	16	18	4	4	2	...	39	18	15	2	2	160
	63	56	72	34	56	30	42	56	81	56	21	22	589
<hr/>													
SUPREME COURT													
Blanchard.....	1	...	...	...	...	...	...	1	6	2	...	...	1
Seabury.....	...	...	...	...	...	...	...	1	6	2	...	...	9
	1	...	...	...	...	...	...	1	6	2	...	...	10
Total.....	...	...	...	...	...	...	...	...	...	...	...	...	599

THE PRISON ASSOCIATION OF NEW YORK.

RECEIVED EACH MONTH ON PROBATION (EACH JUDGE)

JUDGE	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Crain.....	1	2	4	.....	.....	3	2	.....	.....	5	2	2	12
Foster.....	3	1	3	.....	.....	.....	.....	1	.....	.....	.....	1	17
Mulqueen.....	.....	.....	.....	1	7	4	.....	.....	.....	.....	.....	1	14
Rosalsky.....	.....	.....	.....	1	3	.....	.....	.....	.....	.....	2	2	6
O'Sullivan.....	.....	.....	.....	4	1	3	.....	.....	2	.....	.....	.....	10
Swann.....	6	3	.....	3	.....	.....	.....	6	2	.....	.....	.....	20
Total.....	10	6	11	6	10	7	3	11	7	2	4	2	79

Average age of probationers reporting October 1, 1913,
27 years.

Average age of probationers discharged during 1913,	27 years
Average length of time of reporting.....	1 yr. 4 mos.
Number of cases on probation October 1, 1912..	153
Number of cases received on probation during year.....	79
Total.....	232
Number passed from probationary oversight...	104
Number of cases remaining on probation October 1, 1913.....	128

CHAPTER EIGHT

THE PAROLE WORK OF ELMIRA AND NAPANOCH REFORMATORIES

FOR many years, until July, 1912, the Prison Association served as parole agent for Elmira and Napanoch Reformatories in the City of New York. On July 1, 1912 the administration of the parole work in New York City for Elmira and Napanoch Reformatories ceased to be under the direction of the Prison Association of New York, and was placed by the Board of Reformatory Managers in charge of Henry B. Rodgers and Asa G. Benedict, who until July 1, 1912 had been parole agents of the Prison Association. This change was caused by a decision of the Attorney-General of the State that it was illegal for the above mentioned reformatories to employ a corporation to act as parole agents.

In the emergency the Prison Association was glad to co-operate with the Board of Reformatory Managers in furnishing the services of two of its parole staff and one stenographer. These former employees of the Prison Association staff have since been taken into the State's service and are conducting the parole work of the Reformatories in rented offices in the building of the Prison Association. Below will be found a statement of the parole work done by these officers during the fiscal year ending September 30, 1913. While the Prison Association has no longer any authority over this parole work, a spirit of close cooperation characterizes the work done by the parole officers of the Reformatories.

I. *The parole staff of the Reformatory is pitifully small.* The two parole agents are industrious and efficient, and the work of the office is as prompt and sympathetic as possible, but it is plainly impossible to expect from two parole agents in charge at any one time of from 600 to 700 paroled inmates that the service shall be adequate. The Board of Reformatory Managers has endeavored to secure from the State appropriations for additional parole officers. The Prison Association most emphatically states that there should be

at least one parole officer for every seventy-five inmates on parole.

From an economic standpoint it is the poorest kind of policy to provide an inadequate supervision of paroled felons. The principles of the indeterminate sentence are jeopardized when there is not a sufficient number of parole officers. It is unfortunately true that the proportion of inmates of our State prisons who are called "Elmira graduates" is quite large. During 1912 and 1913, of 2,262 men on parole from Elmira and Napanoch Reformatories in the City of New York, 541 became delinquent. Every criminal that reverts to crime is not only a menace to the community, but a direct loss. He commits crime against property and frequently against the person, and when convicted he is sentenced to a State or local institution where his maintenance costs a considerable sum.

2. From the inadequate supervision of paroled inmates has arisen the relatively large proportion of violators of parole. As stated above, there were during 1912 and 1913, 2,262 men on parole from Elmira and Napanoch Reformatories in the City of New York. Of these:

544 were on parole January 1, 1912.

833 men were paroled to this city in 1912.

885 men were paroled to this city in 1913.

The experience of the parole officers for years has shown that the more strictly these possible delinquents are followed up, the more certain is the reduction of the number of those who fall back into crime. The parole officers maintain that they have been largely handicapped by the absence of police assistance. Until about two years ago a police sergeant was detailed to the Prison Association. His special function was the following up and when necessary arresting all delinquents and violators of parole.

Five hundred and forty-one out of 2,262 paroled men became delinquent during 1912 and 1913. We are convinced that this number (541) could have been reduced at least one-third had it been possible to follow up these violators by a police officer specially detailed to this work. Two hundred and twenty of the 541 were not located until the men concerned were found to be in prison. Of the 220 warrants

157 were served by filing them in the prison or place of detention, and the prisoners for whom the warrants were applicable were returned to the Reformatory. Sixty-three warrants were not served because the men had been sentenced for serious crimes to State prisons, and it is against the policy of the Reformatory to return them to the Reformatory after serving sentence in a State prison.

Subtracting 220 warrants in the case of violators of parole located from 541, the total number of violators of parole during 1912 and 1913, it is seen that 321 other warrants could or should have been served. Twenty-four such warrants were revoked or withdrawn, because the men referred to were reinstated on parole. This leaves 297 warrants that should have been served if possible. Only fifty warrants were served, or 17 per cent. Two hundred and forty-six warrants had on February 16, 1914 not been served. This was 45 per cent of the total warrants issued for violators of parole. In other words, of all those who break their parole, practically one half are not apprehended, a fact due primarily to the lack of supervision. Although the Police Department was notified of all warrants issued, only 37 of the 297 warrants were served by the police. Thirteen arrests were made by the police officers themselves.

Ultimately the Board of Reformatory Managers should supply a parole officer for the special purpose of following up and when necessary arresting violators of parole, but until such time as the Board of Managers can provide such an officer, it is of the highest economy for the city to supply a police officer for this special duty. The Prison Association has several times made representations to the Police Department on this point, but what, in our opinion, has seemed a narrow conception of police functions has caused the denial of the joint request of the Board of Reformatory Managers and the Prison Association that such an officer be detailed.

3. The Prison Association repeats again this year its conviction that *the average parole period for inmates of Elmira and Napanoch Reformatories is too short*. During 1912 and 1913 the average period of men on parole was somewhat over six months. We believe that an extended and close supervision should be exercised over paroled inmates. The temptations of this city are extraordinary and it is evident that

the parole period, if lengthened, would restrain many a young man from the commission of further crime.

We believe furthermore that *the average period of detention at Elmira is too short*. In the average term of one year, four months, seven days the trade school instruction cannot generally be completed in any one branch. According to the annual report for 1913 of Elmira Reformatory only 44 inmates graduated from any trade school course, out of 2,242 inmates who were assigned to the various courses. One of the chief causes of crime is the inability of young men to do good work. Their early training has been miserable and they easily gravitate into crime in such a center as New York. Furthermore, increasing dissatisfaction is being expressed because the parole period of from twelve to fifteen months seems often incompatible with the seriousness of the crime committed. The Prison Association raises the question whether the so-called "twelve months and twenty days" minimum period, as provided by the regulations of the Board of Managers, should not be much more elastic. It is quite commonly held by many of the prisoners in the State that the minimum sentence is equivalent to the period at which parole should begin, whereas the minimum sentence is provided as the lower limit *at which a well-behaved prisoner may become eligible for parole but may not necessarily be paroled*. It is sometimes stated by judges from the bench that the prisoner can come out of the Reformatory at the end of a year.

4. These criticisms, based upon conditions which have arisen partly through lack of appropriations, and probably partly through the congestion of population at the parent reformatory, Elmira, are made with due regard and admiration for the system pursued at the Reformatory. While the newer developments in the line of outdoor employment of prisoners and of the honor system exercised upon wide acreage for prison farms and convict camps are pointing the way to additional reformatory methods, this Association feels, as it has from the beginning felt, that the Elmira system presents perhaps more nearly a standard of reformatory work in a congregate walled prison than does any other institution of our acquaintance. We are proud of the fact that the Prison Association played an important part in the establishment of Elmira Reformatory.

CHAPTER NINE

COOPERATION AND PUBLICITY

TO join with others in furthering social improvement, especially in better treatment of the criminal, is a constant aim of the Prison Association. This society is unwilling to miss any of the opportunities that cooperation in good works can bring. Therefore each offer of assistance, or each request for cooperation is met whenever the occasion permits.

During the year, this division of our work has developed in a gratifying manner. Not only has the Prison Association joined forces with national, State and local conferences, as indicated elsewhere in this report, but has called occasional conferences and informal meetings at the rooms of the Prison Association.

With the city government our relations were cordial during 1913, particularly with the Commissioner of Correction, Hon. Patrick A. Whitney. Perhaps our most important cooperative work has been in the planning of the proposed City Reformatory for Misdemeanants, to be located in the vicinity of Middletown, Orange county upon approximately 600 acres of land. We have worked out the plan in detail with the Commissioner and the Department's architect. We also gave special consideration, at the invitation of the Commissioner, to the relative advantages of several proposed sites for the new institution.

Of signal value was the self-incarceration of Thomas Mott Osborne, a vice-president of the Prison Association, in Auburn Prison for one week in October; of almost equal interest was the subsequent self incarceration of Miss Madeline Y. Doty and Miss Elizabeth Watson in the women's divisions of Auburn prison. From both experiences the public received relatively full accounts, and general attention was drawn to the antiquated systems of administration in a way that official reports or occasional publications of the Prison Commission or the Prison Association could never equal.

With the State government our relations have been less profitable during the year. We have been out of sympathy



Central Corridor, Main Floor, Cottage, State Farm for Women, Valatie.



Cottages, State Farm for Women, Valatie.

with the political aspects of the prison investigations during the first part of the year, valuable as have been some of the disclosures of abuses and inefficiency. We have held that in the appointment of so important a State officer as the State Superintendent of Prisons, politics should be eliminated, and that proficiency and long experience in correctional or cognate fields should be the determining factors in appointment. We have thoroughly disagreed with the methods of appointing from political considerations to the office of warden, persons with no previous training in the field. If the State suffers less from such appointments than might be anticipated, that is luck and not a natural result. We have been unsympathetic toward a method of investigation of State prisons that became spectacular and sensational, and presented in distorted perspective many facts that, serious in themselves and demanding rectification and condemnation, nevertheless were gathered and published in anything but a judicial and unprejudiced manner.

We wish to speak here of an important field of cooperation. The Association has an important duty in the development of a sane public opinion regarding prison reform, based upon accurate and adequate information. The Association should of course never publish half-digested or inadequately substantiated information. In these days of sensational and spectacular publications of "prison reform stories," the carefully prepared statement is only too apt to appear to the sensation-seeking readers of the press as too tame to "bother with."

Particularly during 1913 has publicity in prison reform in New York State been characterized by sensationalism. It is undeniable that charges and countercharges of graft, inhuman cruelty, lingering torments in dark cells, and the like, have had an ultimate salutary effect, for in this year 1913 many important prison reforms have occurred, largely through the fact that general public attention has been drawn to prison conditions.

The Prison Association is by no means satisfied as yet with its publicity activities. We do not mean the publicity that advertises the Prison Association. To be sure, a society dependent upon voluntary contributions from several thousand citizens, and entirely without State or municipal subsidy, must be known in order to receive support. But the great

field of publicity, one not covered by any organization in this State, is the frequent publication of accurate and interesting information regarding prison reform and the treatment of the delinquent. There should be furnished at fairly regular intervals, to each newspaper in the State, carefully prepared news-stories for the development of a sane public opinion regarding correctional problems.

This is an era of especial interest in prison reform. Perhaps never has so much information, accurate and inaccurate, appeared in the State press regarding prisons and delinquents as in 1913. The opportunity for a State-wide press service was present, but the Association did not have the funds to take advantage of the opportunity—an opportunity that still exists. Intermittently, material has been furnished, especially to New York City papers. But the field has hardly been touched throughout the State. And, in the last analysis, our reforms in correctional matters will come largely as the citizens of the State demand that they shall come. And our citizens will make such demands only when they understand the importance and the justice of such demands. Ordinarily, prisons and criminals are not an interesting topic. A well-organized press service can make them so. That press service ought not to be a hired service, but one managed by the Prison Association. It can be well done with an investment of approximately \$1,000 a year. Who will establish it?

During the year the General Secretary has taken part in a number of local, State and National conferences. He participated as chairman of sections on delinquency at the American Association of Public Officials of Charities and Correction, at Springfield, Illinois, and at the State Conference of Charities and Correction, in Buffalo. He was president of the three-days' City Conference of Charities and Correction in New York City, and read a paper at the Annual Conference of the Association for the Study of Dependent Children at Buffalo. He also contributed a number of magazine and newspaper articles during the year.

Members of the Staff of the Association have also been active in giving lectures, addresses and more informal talks before church audiences, men's clubs, etc. There is a considerable field in the City of New York alone for such activity and here again it would be of great value to the cause of prison reform in the State if a field secretary could be employed,

primarily to lecture, form county committees, and otherwise further legitimate publicity.

During the year, the magazine called The Review, now renamed the Delinquent, has been published monthly by the General Secretary, as the Secretary and Editor of the National Prisoners' Aid Association, which is an affiliated group of prisoners' aid societies throughout the country. This journal, which states that "no one profits financially from its publication except the printer and the postmaster," has completed three years of life. The magazine is meant to be a "trade journal in the field of delinquency." Special articles, book reviews, notes and longer items are published, bringing the latest facts and acts in the prison field. The paper circulates among more than a half-thousand wardens and other public and private officials and boards interested in the treatment of the criminal. The magazine is financed independently of the Prison Association and has continued through its three years of life to be self-supporting.

The annual report of the Prison Association has become an increasingly important organ of publicity. The report for 1911 entitled "The Treatment of the Offender" contained two parts: First, a History of the Association during 1911, and secondly, an Account of the Summer Inspection Tour of the General Secretary Through Several European Countries. In 1912 the annual report presented, in addition to the History of the Association for the year an exhaustive Manual of the Correctional System of New York State. The current report presents similarly, in addition to our year's activities, an exhaustive account of inspections of county jails and other correctional institutions. *We conceive that the fundamental purpose of an annual report is to get itself read.* We are not in sympathy with any publication of the Prison Association which is not so constructed as to be both educational and interesting.

During the year a considerable volume of correspondence has been carried on with agencies and individuals both within and outside the State of New York. An average of several letters a day are received from persons, not only in the United States but in foreign countries, who request often lengthy advices regarding prison reform. This entails, if properly

attended to, a considerable additional burden upon several members of the staff. The Prison Association is well known nationally and internationally, and in the absence of any central bureau in the United States conducted specifically for the dissemination of information on prison reform and the treatment of the criminal, the Association is largely appealed to. Because of this fact, the General Secretary during the winter of 1913 appealed to the New York Foundation for a sum sufficient to establish a Bureau of Advice and Information on Prison Reform, under the auspices of the Prison Association. In the detailed letter of appeal to the Foundation the following items were cited as illustrative of the very varied nature of the requests for information received by the Association:

1. Statistical questions regarding crime.
2. The architecture of correctional institutions.
3. The administration of correctional institutions.
4. Modern methods of dealing with vagrants, the inebriate and the feeble-minded.
5. The administration of the indeterminate sentence.
6. The efficacy of parole.
7. The efficacy of probation.
8. A solution of the county jail problem.
9. Problems relating to prison labor.
10. Legislation, particularly requests for suggestions as to tentative laws.
11. Requests to study a situation in a given state.
12. Requests for information as to available persons for important positions in the correctional field.
13. Requests for reprints, leaflets and publicity material for the press.
14. Requests for lectures, addresses, magazine articles, etc.
15. Requests for methods of organizing prisoners' aid societies.
16. Requests for methods of financing the same.
17. Many requests for information as to conditions and methods abroad, particularly in England and Germany.
18. Requests for pictures and stereopticon views.
19. Requests for publications, books, etc., or bibliography.

From the foregoing it is evident how necessary, ultimately, such a centralized bureau will be. The Association believes that it should ultimately be a bureau of the United States

Government, similar in nature to the Federal Children's Bureau. The suggestion that the bureau be for the present under the auspices of the Prison Association has been made in accordance with the often proven principle that private initiative frequently must start a necessary undertaking in order to convince the government of the necessity of its continuation. A bureau could be well administered at an annual expense of from \$3,000 to \$4,000, which would include salaries of a secretary, a stenographer, incidental office and travelling expenses.

The Association appreciates heartily the enthusiastic and successful efforts of Miss E. H. Davison to organize committees whose function it is to place libraries of from 25 to 50 new books in the county jails of the State. Many of the jails visited by the inspectors of the Association have been found deplorably lacking in reading material.

Libraries have been placed by the Jail Library Committee, acting in cooperation with the Prison Association, in the following jails:

<i>Town</i>	<i>County</i>
Albany	Albany.
Binghamton	Broome.
Poughkeepsie	Dutchess.
Buffalo.	Erie.
Geneseo	Livingston.
Mineola	Nassau.
Utica	Oneida.
Goshen.	Orange.
Newburgh	Orange.
Oswego.	Oswego.
Carmel.	Putnam.
Richmond.	Richmond.
New City	Rockland.
Ballston.	Saratoga. . .
Canton.	St. Lawrence
Riverhead.	Suffolk.
Owego	Tioga.
Kingston.	Ulster.
Salem.	Washington.
White Plains.	Westchester.

During 1914 we expect to find very salutary results from this work, and from its extension.

CHAPTER TEN

THE FINANCIAL YEAR

ALTHOUGH during the last year contributions to many charitable societies have been more difficult than usual to obtain, and although the Prison Association has suffered somewhat, we have continued to develop our staff, to undertake additional duties, and to strengthen our present departments.

Our income and expenditures for current expenses have nearly balanced. Our income amounted to \$25,270 and our disbursements to \$25,705. It should be stated, however, that including unpaid bills our deficit for the year amounted to nearly \$1,000. Compared with the fiscal year ending September 30, 1912, both our income and our disbursements fell off, but the Association was fortunate during this last fiscal year in being relieved, through the appointment of parole officers for Elmira and Napanoch Reformatories by the State, of a volume of work that formerly was undertaken by this Association. Three former members of our staff have entered similar positions in the State service and conduct their parole work for Elmira and Napanoch Reformatories in offices in the Prison Association building.

Although we did not progress in our current income during the year, the year was made noteworthy by the raising of a special guaranty fund of \$15,000, which has enabled the Association to engage two competent young men for the positions of assistant secretaries. On pages 128-135 will be found a detailed statement regarding this fund and regarding the duties of the assistant secretaries. Except for the Endowment Fund, raised during 1910 and 1911, this is the largest fund raised by the Association for many years. This fund is not included in the above statement as to current income.

Mrs. Dean Sage has also generously contributed \$1,000 to establish the position of visitor to prisons, whose special work shall be the befriending of worthy persons in prisons, a field until now only partially covered by the Association and one of great importance. For this position Mr. H. A. Steffens was engaged in 1913.

During the year the legacy of the late Samuel Macauley Jackson, amounting to \$2,500, became available, of which the income is to be used for library purposes. Doctor Jackson was for many years the faithful and beloved Secretary of the Association. A legacy has also been received, to the amount of \$3,000, from the estate of William Alexander Smith.

The four years ending December 31, 1913, have been primarily years of reorganization for the Prison Association. Comparing 1913 with 1910, we find that the current receipts have increased from \$17,922 to \$25,407. The endowment fund amounted in 1910 to \$9,108; in 1913 to \$74,553. Our reserve fund decreased during the four years from \$6,412 to \$2,987, due largely to withdrawals for necessary repairs to the Prison Association Building. In addition there became available in 1913, either paid in or promised, the sum of \$15,000 for the salaries and other expenses of two assistant secretaries.

The Association has set for itself a ten-year period of reorganization and necessary expansion. It hopes not only to increase materially its present income for current expenses, but also to greatly develop its endowment fund. The building at present owned and occupied by the Prison Association is by no means new, and among the visions of the future looms that of a central building for the Association, from six to eight stories in height, which will enable this Association to conduct not only its present activities, but to conduct industries, temporary dormitories for released and discharged prisoners and also to maintain a library, a prison museum and an adequate assembly hall. A memorial fund for this purpose would be one of the most useful gifts that could be made to the Prison Association.

CHAPTER ELEVEN

THE STATE PRISONS, AND SING SING IN PARTICULAR

PRISON Reform engages today the attention of the people of the United States probably to a greater degree than ever before. The State of New York must not lag behind. Some of our State prisons have been recently subjected to severe criticism; the efficiency of certain of our methods of administering parole and probation have been questioned; the demand for efficiency and economy has raised the question whether certain State boards or commissions now controlling or supervising our correctional work should not be merged.

The State of New York must possess a thoroughly adequate correctional and reformatory system. It is a matter of humiliation to this State that within its borders there should be at least one prison, Sing Sing, whose reputation, based to a considerable extent upon its antiquated physical equipment, has become notorious throughout the country. The citizens of this State ought to be able to point with pride to the Empire State's treatment of those who break the laws of society.

But we must not be carried away by impulsive enthusiasm for unproved innovations. We cannot yield beyond the resources of our State to our deep-seated sympathy for a considerable proportion of our criminals. Society demands first of all that it be protected. The State should not allow itself to become the passive agent upon which all manner of experiments may be performed. The best protection of society occurs when the criminal, by his correctional treatment, is made over into an honest and earnest citizen, capable of supporting himself and his family.

Between the extremes of an attitude of mind on the one side that would regard all law breakers as diseased, and throw all responsibility for criminal action upon the malign and irresistible influence of environment, and an attitude of mind on the other hand that would harshly and heedlessly continue to condemn our criminals to a wholly punitive system that has been proved a failure, there lies a path that this greatest



West Side Wall, Sing Sing Prison, Ossining.



Bucket Racks, Sing Sing Prison, Ossining.

of American States should mark out and pursue. Its path is not clearly defined. Plain are some of the nearer needs; what this State during the next score of years should in general establish and develop in correctional methods is a problem requiring the keenest attention.

Certain recommendations may be made, aimed to meet adequately our immediate needs:

1. Sing Sing Prison should be abolished. The State should adhere to its purpose, expressed by law since 1906, to build a thoroughly modern prison to take the place of Sing Sing. Since 1906 the outdoor employment of prisoners on farms and on roads, as well as in forestry work, has proved feasible. A large proportion of prisoners can be successfully restrained from escaping by development of the so-called "honor system," and by close supervision. Walls, cells, bars and other legitimate methods of protection have by no means ceased to be necessary parts of a prison system, but the striking experiences at the Great Meadow prison in our own State, as well as the experiences of similar prisons in many other American States, indicate conclusively that a large proportion of the population of our State prisons can be housed in relatively simple structures, can in large measure erect their own buildings, and can be employed at healthful agricultural and industrial occupations.

We recommend, therefore, that a State prison be built, on wide acreage; that it retain the important industrial activities of Sing Sing prison; that it develop varied agricultural activities, especially gardening, dairying and stock production. At present the State expends hundreds of thousands of dollars for articles for use in its institutions and departments that ought to be produced by the agricultural and industrial labor of prisoners.

The ultimate use of the land now occupied by Sing Sing prison is an important question. Careful study may show that after the present antiquated buildings are razed, including the abolition of the cellblock, a relatively small institution could be established, to serve as an observation laboratory and as a distributing prison, which would receive from the eastern portion of the State those prisoners who at present are being sent to Sing Sing prison. After sufficient physical, psychical and other study of their characteristics and capabili-

ties, such prisoners would be distributed to the proper institutions in which to serve their terms of imprisonment. The classification of prisoners and all the purposes of the several prisons of the State should become much more varied.

SUGGESTED PLAN FOR A MODERN STATE PRISON

The existing State prisons are Sing Sing, Auburn, Clinton, Great Meadow. These prisons are all similar in general plan of construction. They have the great cellblocks — one or more — housing in all a thousand prisoners or more. Three prisons are walled, and it was the intention to surround Great Meadow Prison with a wall, but the ability of Warden Homer of Great Meadow to keep his prisoners from running away, although no wall surrounds the prison, has led to the postponement of the wall.

The prisons are built upon very restricted areas. Sing Sing within the wall has approximately seventeen and one-half acres. The buildings are crowded together, leaving relatively little yard space. The activities are necessarily almost entirely industrial at Sing Sing and Auburn. At Clinton prison the proximity of farm and forest gives wider variety to the activities.

In short, Sing Sing, Auburn and Clinton represent the so-called congregate prisons. The accepted design for the prison to take the place of Sing Sing was that of a congregate prison.

Existing Juvenile Correctional Institutions.— Modern juvenile correctional institutions in this State are on the so-called cottage plan. That is, instead of being built within a wall, and instead of having a cellblock and restricted area, modern institutions like the State Industrial and Agricultural School at Industry, the State Training School for Girls at Hudson, and private juvenile reformatories like the New York Juvenile Asylum, and the Jewish Protectory at Hawthorne, have no wall, no cellblock, but on the other hand, the inmates are housed in so-called cottages, often accommodating from twenty to thirty young persons. The institution is generally situated on a site of considerable acreage. Industry has approximately 1,700 acres; the Jewish Protectory several hundred. The cottages for housing the inmates at Industry are separated from each other by a considerable distance. From one end of the farm to the other it is about three miles.



West Side of Sing Sing Prison, Ossining. Cellhouse, 479 feet long, showing predominance of small windows, 3 feet by 1.



Typical Cell on First Floor, Sing Sing Prison, Ossining.

Theory of the Existing Prison Construction.—A walled prison prevents escapes. Small acreage groups the buildings together and lends itself to easier administration. Similarly, one huge cellblock makes administration easier. It is more economical to heat a walled-in prison than it is to distribute heat for a considerable distance. Furthermore, such prison construction is traditional, which is always a strong reason. Cells are of the so-called "inside construction," because of increased safety. That is, to escape, a prisoner must break out of his cell, then out of the windows or doors of the cell-block, then get over the prison wall.

Theory of Existing Juvenile Reformatory Construction.—Children are sent to reformatories to be educated and reformed, not primarily to be punished. Therefore, life within the institution should be as normal as possible, even developing ideals that are not present on the "outside." Education means, so far as possible, individual treatment of the scholar. The inmates of the juvenile reformatories are pupils. Therefore, classification is necessary to as great a degree as possible. Therefore, the cottage system, the absence of walls, the development of the sense of honor and integrity, the separation of the inmates into groups.

The child's health is also to be guarded. Hence, much attention to farm work. Industries are not neglected.

Results of Existing State Prisons.—The feeling is general that our prisons of the kind outlined above have not been successful. In New York grave charges have been made that health is broken down, a barbarously monotonous life is led; that classification on modern lines of treatment is largely impossible, the number of useful occupations is limited, and that the prisons are not even able to earn half their maintenance costs. Mental and physical conditions are often deplorable, a relatively rigid system of discipline is developed and fastened by tradition and by existing exigencies upon the prisons, and that in general the "system" is highly abnormal, as a method of treatment of human beings.

Results of Existing Juvenile Institutions.—General satisfaction has been expressed by officials and by other specialists in the treatment of the delinquent with cottage-system methods and "layout." Health is better; there is abundant chance for individual treatment; cottages lend themselves to group

classification; the sense of honor is developed, and a normal life is approached.

One of the most serious problems of the juvenile reformatories is that of discipline. Few of the institutions of this kind in New York State have sufficient disciplinary facilities. Due partly to that cause, the proportion of escapes is larger than from the walled institutions for adults.

The Development of the Prison Farm and Outdoor Employment for Prisoners.—Great Meadow Prison, in New York, has shown during the last two years that prisoners can be remarkably trusted; that when the so-called "honor system" is working, escapes are very infrequent. Only three men escaped from Great Meadow in two years. A farm of several hundred acres has been cultivated. The testimony of the prisoners is practically universal that the Great Meadow system is infinitely better and fairer for the prisoners.

Throughout the United States the farm prison movement is very marked. The following States, among others, have already purchased large farms or are planning so to do.

Massachusetts.

New York (several farms, that is Great Meadow, Wingdale, Beekman).

New Jersey, 1,000 acres.¹

Pennsylvania, 5,000 acres.

District of Columbia, 1,000 acres.

Ohio, 1,000 acres.

Indiana, soon to remove State Reformatory to the country.

Illinois, large acreage in connection with the new State prison.

Wisconsin.

Minnesota.

Etc.

Furthermore, throughout the United States, road work for prisoners is being enthusiastically tried. Colorado, Oregon and Arizona, as well as the State of Washington, are conspicuous examples. The warden of the Colorado State Penitentiary works his men with relatively few escapes, even several hundred miles from the prison. In New York State several counties have prisoners at work on the roads. So general has been the development of outdoor employment of prisoners that the case hardly needs further argument.

¹Figures here quoted are approximate.

A Proposed New State Prison for New York.

The State of New York has been committed to the erection of a new State prison in place of Sing Sing. We submit herewith the suggestion of a plan of construction of the proposed prison which will meet the special problems of a State prison that adds to the modern prison the successful results of the administrative experience gained from juvenile institutions.

In short, the plan proposed seems to combine the best features of the so-called congregate system with the best features of the so-called cottage system or group system.

The "Lay-out."—In describing the proposed prison it will be assumed that the plan is before us and the description will present the institution as though already existing.

The farm industrial prison occupies an acreage of approximately 1,500 acres. The prison is not constructed all in one place; instead, there are four groups of buildings as follows:

- (a) The Custodial Group.
- (b) The "Stockade" Group.
- (c) The Intermediate Group.
- (d) The Honor Group.

The fundamental purpose of the farm industrial prison now being described is to furnish all possible chance to each prisoner to become an honest, earnest, self-supporting citizen upon his release. Assuming that the main purpose of imprisonment is the protection of society both during the imprisonment and the subsequent release and discharge of the prisoner, this farm industrial prison aims to furnish all necessary opportunities for advancement from group to group, a privilege which must be earned by the prisoner himself. Therefore a description of the groups and their functions now follows:

Custodial Group

This group contains among other buildings the following:

1. Administration building.
2. Reception and observation building.
3. Disciplinary building.
4. Shops.
5. Chapel, assembly and school building.
6. Dining-rooms and kitchen.
7. Power-plant and laundry.

These buildings are grouped around a hollow square and in their turn are all surrounded by a high prison wall.

The administration building serves the purpose indicated by its name. The reception and observation building receives all prisoners, holds them for study and observation, and what might be called their punitive period. This may last weeks or even months. The construction is the so-called outside cell or room construction. Escape is prevented through the use of tool-proof steel and by the outer wall surrounding the building in this group. The disciplinary building serves as a prison building for those prisoners of normal mind who refuse to respond to the system of the farm industrial prison. It is essentially the disciplinary center of the institution. It is also built on the outside cell plan.

Many of the shops, forming at least one side of the hollow square and occupying such other space elsewhere as is necessary, are included in the Custodial Group, because many of the prisoners under discipline are given hard labor in the shops. The other buildings in this group explain their purpose sufficiently.

“Stockade Group.”

These and the two succeeding groups are features which differentiate the proposed State prison from existing prisons. The three groups now to be described represent stages in the progress of the normal prisoner toward liberty.

After having served a proper time and with good behavior in the Custodial Group, the prisoner is promoted to the Stockade Group. Here he lives either in a dormitory or in a cellblock, the latter, however, having outside cells. The stockade is only a high fence, high enough to prevent his ready escape. There is abundant opportunity within the stockade to exercise and to play. The buildings in the stockade group are built of brick or concrete or possibly of wood. They are relatively inexpensive, as are the buildings in the other two groups. The Intermediate Group and the Honor Group have been built by the prisoners themselves with little if any outside assistance.

The men in the Stockade Group are not yet long enough in prison or well enough known to the officials to be trusted to any considerable degree. Consequently, although they go to the shops and also to the varied occupations of the farm, they go under a considerable guard. In the Stockade

Group there are no distinct punishments except deprivations of privileges. The reward in the Stockade Group will come ultimately through promotion to the Intermediate Group. If a Stockade Group inmate proves his inability to respond properly to the privileges of the group, he is demoted to the disciplinary building of the Custodial Group, but with the privilege of earning his way out into the Stockade Group again.

The Intermediate Group.

This Group has no stockade. It consists of one or more groups of farm buildings and lies more than a mile from the Custodial Group. The men here live a semi-family life. They are engaged both in industrial and agricultural pursuits. They need relatively little guarding. The guards are especially picked for their personality and ability to get along with their fellow-men. The buildings are simple, economically furnished and are the product in very large measure of the men themselves. It is a matter of pride to the men to construct better conveniences for themselves.

The Honor Group.

Here a picked group of men, who have been especially trustworthy and deserving, live under circumstances often as satisfactory as they have enjoyed on the "outside," except that they are not allowed, of course, to run away. These men are already occupying a position of distinction among the other prisoners. Frequently they are called upon to direct certain of the prison's activities. They are allowed a considerable variety of privileges, can frequently communicate with the outside world and are even sent away from the prison on errands of trust. They are responsible for not a little of the routine work of the prison, particularly in the shipping of articles to other institutions.

And so the plan might be amplified. Its claim to feasibility is based on the proven fact that the Great Meadow State prison, having only a part of the advantages that the proposed prison enjoys, has already achieved some of these results. The details naturally must be worked out.

Undoubted advantages are the following: Economy, extended classification, health, development of honor, normal

and varied occupations, prison system based on privileges and deprivations instead of punishments, logical development toward a normal life outside, introduction of varied agricultural pursuits.

Economy.—One of the strongest arguments against State prisons as heretofore constructed has been their enormous cost. The proposed State prison at Wingdale would ultimately have cost \$3,000,000. The State prison as outlined in the above plan ought to be built complete for not more than half that sum. This saving would be largely in the nature of the buildings constructed. Six years ago a plan of this sort would have been almost impossible to justify, because it is only recently that the surprising results of the honor system have been made manifest.

It would probably be possible to lodge, as time goes on in a prison sentence, the majority of prisoners in relatively inexpensive structures under close supervision, but also under pledges that they would not attempt to escape. Indeed, from Comstock, State prisoners have been sent practically without guards to cultivate farms at Valatie and at Wingdale.

Conclusion.—Arguments in favor of a farm industrial prison might be continued at great length. The chief claim of such a prison, aside from the factors above mentioned, would be that it would give to the warden of the prison an exceptional range of opportunity to deal with the individual prisoner. His system would run the gamut from the strictest disciplinary custodial care to the broadest possible development of the honor system.

2. Justice demands an opportunity for women prisoners convicted of felonies, and now sentenced to Auburn prison, to enjoy advantages similar to those now offered male prisoners at Great Meadow prison and to be offered as proposed in Section 1. Largely through the persistent campaign of the Women's Prison Association the State possesses at Valatie several hundred acres, and has already built thereon two cottages, the nucleus for a women's correctional farm. The present law provides that to this farm shall be sent, when it is in operation, women who have been convicted of crime five times within the preceding two years. It would seem reasonable to extend the scope of this institution to receive also women



Superintendent's Residence, State Farm for Women, Valatie.



Proposed Site of State Prison, Wingdale. Farmhouse on property.

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felons who are not sent to the State Reformatories for women at Bedford and Albion. It might also well receive women at present committed to the county penitentiaries for felony. Especially at Bedford has the value been proved of varied outdoor occupations for women prisoners. The total removal of women prisoners from Auburn prison would release for the use of the Male Prison a considerable number of additional cells and a substantial increase in acreage.

3. The very satisfactory experiments with the employment of prisoners from Auburn prison upon roads within Cayuga county and the experiences of Great Meadow Prison have demonstrated the great desirability of providing for Auburn a farm of considerable acreage which shall be relatively near the prison, where prisoners may be taken and employed, not only to furnish labor to those now idle, but also to provide products for the State institutions that must now be bought. The recent disclosures made by members of the Prison Reform Commission, of the deadly monotony and the unreformative nature of the present State prison system lends emphasis to this suggestion.

4. The State owns at Wingdale, Dutchess county, approximately 1,000 acres of land, purchased in 1911 as a site for the proposed State prison. This site has been declared unsuitable for State prison purposes, largely because the site originally chosen for the buildings was on very low lying land. If, in view of the broken and hilly nature of much of the Wingdale property, it be regarded as unsuitable under any circumstances for a State prison site, the property might well be used for the ultimate establishment of the male and female divisions of a Custodial Asylum for Feeble-minded Delinquents, of whom there are hundreds in the correctional institutions of the State, presenting a grievous problem and seriously clogging the proper administration of the respective institutions. Such custodial asylums could be built in a relatively inexpensive manner. The State has made remarkably generous provisions for its insane, but there is no special institution in this State to which feeble-minded criminals can be committed.

5. The State possesses as yet no comprehensive study of the prison industries. The so-called State Use System,

whereby the State may sell its prison products only to State departments, State institutions and to the political subdivisions of the State, is still on trial, although the law has existed since the Constitutional Convention of 1894. It is forbidden by law to sell to private individuals or to corporations the labor of prisoners or the product of prisoners' labor. At present, however, the State prisons earn only about one-third of their maintenance through the labor of prisoners. Other States, with different systems, frequently earn more than the total expense of the prisoners' maintenance.

There is a very strong and increasing demand, not only that the prisons become self-supporting, but that the prisoners be able to earn something toward the support of their families. Of course, it may well be that a thoroughly reformatory system, based upon the principle of the protection of society, cannot devote so large a proportion of time to industries and agricultural pursuits that the prisons will maintain themselves. Nevertheless, two years ago it was reported by an investigating commission of this State that of a potential twenty-million-dollar market, the prisons were selling products to the extent of approximately only one million dollars. This condition has not materially changed. In view of the possibility of a constitutional convention in 1915, the entire problem of the production and sale of articles made in correctional institutions of this State should be thoroughly studied during the coming year.

6. A question of fundamental importance, which should also be given thorough study before the next constitutional convention, is the problem of so administering the State prisons as to develop their efficiency to the maximum degree. We raise the question whether the State prisons should continue under the centralized administration of a State Superintendent of prisons, or whether they should not be under the direction of an unpaid board of managers, either for all prisons, or for each prison respectively? We also raise the question whether the wardens of the prisons should not be appointed from a civil service list?

The position of Superintendent of Prisons is a constitutional position. It could be abolished only by an amendment to the constitution. The administration of the seven prisons by one man, however, competent, is likely to be partially

inefficient. The industrial problems of the prisons are alone sufficient to engage the absolute attention of the chief executive of the prisons for a considerable period.

The prisons have been strongly influenced by politics through decades. The remedy for the prisons may be to put each of the prisons under a separate board of managers, similar in method of appointment and in the character of appointees to the board of managers of the State reformatories for men and women and the State charitable institutions. Members of the boards of managers of the several prisons should serve without pay, as in the case of Bedford or Elmira, and should appoint the superintendent or warden from the civil service list. The industries, being perhaps the most important problem of the prisons, aside from the reformatory problems, ought perhaps to be under a committee made up of representatives of the boards of managers of each of the prisons. There would undoubtedly be a general superintendent of industries, the business managers of the industrial work.

Under these conditions there would be little opportunity for politics to play an important part. The members of the board of managers could be appointed, one each year, which would make not more than two appointed during the term of each governor, unless the governor were re-elected, or unless members resigned. There would be no special interest to self-seeking individuals in being appointed on the board of managers. Furthermore, the warden, being appointed from the civil service list by disinterested members of a board, would be apt to be one who had had considerable previous experience in similar or related work. This method of appointment would practically eliminate serious charges of political favoritism, and would secure to the State men of training.

7. We are of the belief that the Prison Commission, the Commission on New Prisons and the Board of Classification, could be merged into one thoroughly efficient Prison Commission. At present the Prison Commission has as its principal functions the inspection of correctional institutions, the approval or disapproval of plans for correctional institutions, the decision as to the sale of prison-made goods, the gathering of statistics, and the publishing of the same. The Commission on New Prisons is directed to construct the new State prison to take the place of Sing Sing.

We believe that the Prison Commission could be so reorganized that it should, first, consist of an unpaid board of seven persons, appointed by the governor in the manner now provided for by law in the manner of the present Prison Commission. Secondly, this board could appoint several high-grade executive secretaries for the various bureaus respectively, that it would be necessary to establish, in order efficiently to administer the increased functions required of the Commission, and more adequately to administer the functions already required by law of several prison commissions and boards. Each bureau should be provided with an adequate staff.



West Side of Cellblock, Sing Sing Prison, Ossining.



Shop Building in Course of Construction, Sing Sing Prison, Ossining. Built by inmate labor.

CHAPTER TWELVE

SOME INCOMPLETED INSTITUTIONS

IN 1913, the Legislature and the Governor failed to make reasonable appropriations for three very necessary institutions:

1. The State Training School for Boys, at Yorktown Heights.
2. The State Industrial Farm Colony (for tramps and vagrants), at Beekman.
3. The State Reformatory for Misdemeanants. Site not yet chosen.

Early in 1913, Governor Sulzer appointed a committee of inquiry into State departments and institutions. Among the recommendations—arrived at after an obviously inadequate consideration of the several institutions and their purposes—were these, (1) that the State Industrial Farm Colony should be discontinued; (2) that the State Reformatory for Misdemeanants be not erected; and (3) that to the Yorktown State Training School for Boys be granted only a minimum appropriation pending a thorough investigation into the need of such an institution.

The injustice of the above recommendations was so apparent not only to social workers and others that mass meetings were held both in New York and Buffalo, and the hasty report of the Committee of Inquiry failed to destroy or cripple three most needed institutions. The State Industrial Farm Colony, and the State Reformatory for Misdemeanants received, however, no appropriations.

It is difficult to speak without exasperation of the unwarranted delay in sanctioning reasonable appropriations for two institutions, to the building of which the State had committed itself, and which are vitally necessary in a modern system of the treatment of the criminal. It is a disgrace to the State that tramps and vagrants continue to be housed in idleness, and often in debauchery, in county jails; it is a shame that in the State of New York our commonwealth still refuses to give to the novice in crime the same chance at reformation that the more serious offender can receive in Elmira and

Napanoch reformatories. It is a sad commentary on the State that a splendidly planned training school for boys should be held up, although established in 1904, ten years ago, with no buildings yet above ground for the reasonable training of young delinquents under sixteen. It is particularly humiliating to contemplate these delays, in days when State-wide charges of maladministration of office and of funds, and of the illegal acquisition and distribution of funds, are convincing the people of the State that hundreds of thousands of the State's money have been improperly acquired or spent, which might have, under proper disposition, more than met the requested appropriations for these charitable institutions.

Furthermore, a bill passed both Senate and Assembly providing for the establishment of a State Custodial Asylum for Feeble-minded Male Delinquents. This bill was introduced by the Prison Association, and met with no opposition. Nevertheless it was vetoed by Governor Sulzer.

Appropriations for the State Farm for Women, at Valatie, were also refused. This Farm, for which the Women's Prison Association has worked most commendably for years, has been planned for the reception of women above the age of thirty who are recidivists in crime. It would receive mainly the class of women that corresponds to the male "rounders" and inebriates. Considerable criticism was made of the two cottages, erected at a cost of approximately \$35,000 each, for the housing of thirty women in each cottage. It was rather generally felt that a more inexpensive form of cottage could have been erected by the Prison Department, and it is to be hoped that the remaining cottages may be constructed with the maximum of economy.

Elsewhere in this report, we suggest a wide use for the State Farm for Women.¹

¹ See p. 96.

CHAPTER THIRTEEN

LEGISLATION DURING THE YEAR

THERE has been comparatively little constructive legislation during the last year in the field of prison improvement and criminal law. The most important bills along these lines that have been passed during the year are the following:

The addition of a new Section, 39-a, to the Inferior Criminal Courts Act of New York City authorizes the Children's Court to direct the mental examination of a child arraigned before it who is believed to be mentally defective. The Mayor of the City is authorized to appoint three physicians for this purpose, and the Board of Aldermen are empowered, upon the recommendation of the Board of Estimate and Apportionment, to fix the compensation of these physicians. While neither complete nor entirely satisfactory, this law means a forward step in the proper treatment of delinquent children.

By Chapter 607 of the Laws of 1913, Section 2,184 of Chapter 88 of the Laws of 1909, was amended so that male persons between 16 and 18 years of age, if convicted of juvenile delinquency or of a misdemeanor, may, instead of being sentenced to a State prison or penitentiary, be confined in the House of Refuge on Randall's Island.

Section 226 of the State Charities Law was amended by extending the provisions relative to commitment and discharge of females to the Bedford Reformatory to include any female of any age committed, under the provisions of Section 89, Chapter 659 of the Laws of 1910 as amended.

Section 21 of the Prison Law was amended by requiring the Superintendent of State Prisons to have impressions made of the fingers and thumbs of prisoners under his jurisdiction.

An Enabling Act authorizing the City of New York to acquire a farm site outside the territory limits of the city for the use of the New York City Reformatory for Misdemeanants under the jurisdiction of the Department of Correction, was passed and finally approved on February 21, 1913.

This meagre list exhausts the legislation of interest to prison

reform that has been successfully passed during the last Legislature. The attempts to secure legislation have been more numerous and show an interesting cross section of the growing attitude of mind towards a more modern handling of the problem. The attempts as exemplified by bills introduced in either the Senate or the Assembly, group themselves more or less into distinct divisions, such as the improvement or modification of the Code of Criminal Procedure; a more or less hasty but well-intentioned reorganization of the administration of penal institutions; a desire to alleviate the burden of the wronged prisoner or prisoner's family; endeavors towards the study of criminology in connection with courts; more humane treatment of prisoners; the establishment of new institutions, the need for which has made itself felt, etc.

Among the most important bills looking to the modification of the Code of Criminal Procedure was the one introduced by Assemblyman Bovie amending the county law by adding sections 206-209 inclusive and providing for counties having one million or more inhabitants a "public defender" to hold office for four years, who shall defend without charge all persons indicted by grand jury who are without means to employ counsel. This bill was referred to the Internal Affairs Committee of the Assembly and rested there.

Another bill remarkable for its tendency was introduced by Mr. Hamilton providing at the rate of \$1 for each day of imprisonment for the compensation of persons wrongfully imprisoned, and pardoned by the Governor, and authorizing the Board of Claims to determine claim for further damages. This bill succeeded in reaching the Governor but was vetoed by him.

Very similar in general character was the bill introduced by Mr. Greenberg providing for a special proceeding for the recovery of damages from the State for wrongful conviction in a criminal proceeding. This bill was sent to the Ways and Means Committee of the Assembly. A proposal to allow a compensation of \$3 a day for witnesses in criminal proceedings during their time of detention also failed to get beyond the Codes Committee of the Assembly.

A bill providing that a poor defendant shall receive gratuitously a copy of the proceedings in a criminal case against him was in the Judiciary Committee of the Assembly at the end of the session.

A local attempt in Kings County to bridge the gap between cases for the grand jury and cases triable by information was made in a bill authorizing the return of the depositions and statement in a case by at least twelve members of the grand jury to the District Attorney with an endorsement of its reduction to a misdemeanor. The bill passed the Assembly and was referred to the Codes Committee of the Senate.

A proposal to amend the constitution so as to give to the people the right of appeal in criminal cases was referred to the Judiciary Committee of the Assembly.

Bills were introduced to make neglect or refusal to testify by defendant prejudicial against him, and to give the court more leeway in obtaining evidence to convict defendants of second or fourth offences. These bills, directed against the over-protection of criminals, were counterbalanced by bills for the aid of defendants, such as providing a fee of \$25 for counsel assigned by court to impecunious defendants charged with felony, and a provision to withdraw under certain specified conditions a plea of guilty to the commission of a felony.

Some attempts at legislating for insane persons before conviction, or after commitment to an institution on a plea of not guilty because of insanity have also failed to go beyond committees.

A bill to abolish capital punishment was sent to the Codes Committee of the Assembly.

A bill establishing a children's court for children under 16 years of age needing the care, treatment and protection of the State; defining juvenile delinquency; making definite and certain the purposes, powers and jurisdiction of the children's court and extending it throughout the State, and revising and codifying under one title the laws pertaining thereto and to such children, was referred to the Judiciary Committee of the Senate and was still there at the end of the session.

Attempts at administrative reorganization and centralization either for purposes of efficiency or in accord with modern penological principles were marked by the introduction of several bills, of which the following are of particular interest:

A bill providing for the appointment of three commissioners of prisons to succeed the present State Commission, at a salary of \$5,000 a year, the new Commission to exercise all the powers conferred upon the State Board of Classification, the State

Probation Commission and the Board of Parole for State prisons was introduced by Mr. Madden in the Assembly and referred to the Penal Institutions Committee of the Assembly. This bill was opposed by the Prison Association.

An even more radical proposal is contained in a bill introduced both in the Senate and the Assembly establishing three State workhouses for the imprisonment and employment of persons convicted of crimes or offenses, providing for the acquisition of lands and for the acquisition or erection of buildings therefor, for the abolition of certain county penitentiaries and appropriating \$500,000 therefor. The workhouses to be under control of a Commission of State Workhouses of not less than three nor more than five members, to be appointed by the Governor. The bill was referred to the Ways and Means Committee in the Assembly and to the Finance Committee in the Senate. The Prison Association favored this bill.

To reorganize the machinery of pardoning, a concurrent resolution proposing an amendment to section 5 of article 4 of the State Constitution was introduced, creating a Court of Pardons, to consist of the Governor, Chief Judge and three judges of the Court of Appeals or a major part of them, annually designated by the Governor. The resolution was lost.

A more local attempt was represented by a proposed bill to create a Children's Bureau for the City of New York, to consist of five directors and to have exclusive jurisdiction over violations of the compulsory education and child labor laws and of charges of juvenile delinquency and improper guardianship. The Prison Association did not favor this bill.

Several bills were introduced in reference to the establishing of new institutions and abolishing of old ones. In addition to the bill referred to above in reference to State Workhouses a bill was introduced appropriating \$10,000 for the selection of lands as sites for the New York State Custodial Asylum for Feeble-minded Male Delinquents, and for a place of detention and observation in connection therewith. The bill passed both houses but was vetoed by the Governor. The bill was introduced by the Prison Association.

A bill to provide for a farm site, in order to remove the Brooklyn Disciplinary Training School and transform it on the cottage plan was disapproved by the Mayor; and a bill proposing to abolish entirely the same institution was referred to a Committee of the Senate.

Progress in the interest taken in criminological studies was indicated by two bills introduced into the Assembly, one providing that a professional criminologist, a physician and an attorney should constitute a Board of Criminal Examiners for every Court of Record having criminal jurisdiction, such board to report to the court its opinion as to the suitable classification and disposition of convicted persons. The other bill established a bureau under the State Board of Charities for the study of abnormal classes, especially of inmates in institutions for criminals, paupers and defectives. Both bills failed to get out of committee.

Several phases of the treatment of convicted persons received attention in a number of unsuccessful bills. One bill would make commutation of sentence possible when the term of sentence is as low as one month; another provided for commutation of five days per month for road work on public highways and regulated the hours for such work. A third bill provided for the possibility of remission of fine when such fine was imposed in addition to a term of imprisonment, in the case of a prisoner unable to pay fine, within certain limitations and conditions.

The very important question of the compensation of prisoners or relief of their families was touched upon in two bills. One, introduced by Assemblyman Gibbs, added a new section 185-a to the Prison Law and provided that every male prisoner in the State prison for a term exceeding a minimum of one year who has a wife or minor children dependent on him for support, or a dependent father or mother, shall be paid a minimum sum of \$1 per day for this labor, such money to be paid to the dependent person. Another bill amending the same section was introduced by Assemblyman Madden, providing a compensation to the prisoner based upon the amount of work performed by him in excess of that performed for the State. For this the prisoner would receive a sum not exceeding \$1 per day.

Lastly, a very important bill dealing with prison employees was introduced by Mr. Gathright, providing for a pension equal to one-half of their salary for all employees of the State Prison or State Reformatory who shall have served for twenty-five years. The bill passed both houses but was vetoed by the Governor.

CHAPTER FOURTEEN

THE TOUR OF THE PRUSSIAN PRISON COMMISSIONERS

THE most important inspection tour of American correctional institutions by a foreign commission in many years occurred in October and November, 1913, when four distinguished representatives of the Prussian government made a study, during seven weeks, of approximately fifty prisons, reformatories, juvenile institutions and courts in the eastern and central portion of the United States. The tour was official in nature, the four Prussian delegates being accredited representatives of their government. The party consisted of Privy Councillor Plaschke, Director of the Prison System under the jurisdiction of the Prussian Department of justice; Privy Councillor Schlosser, Director of Preventive Treatment and of the Prison System under the jurisdiction of the Department of the Interior; Dr. H. W. Hiekmann, Director of the Central Prison of Werl; and Mr. Paul Remppis, Director of the State School for the Education of Neglected Children in Wabern.

The Prison Association had the honor of being requested by the Prussian government not only to prepare the itinerary of the tour, but also to share in the tour by the presence of the General Secretary. The following schedule was planned by the Prison Association, approved by the Prussian Commissioners and was carried out without a break by reason of delay or illness. The General Secretary of the Association accompanied the Commissioners during several weeks of the tour at the expense of the Prison Association. The itinerary of the tour follows:

ITINERARY

Saturday, Oct. 4th..... Arrived from Europe. Ninth District Prison, New York City.

Monday, Oct. 6th..... New York Juvenile Asylum, Dobbs Ferry; Jewish Protectory, Hawthorn, N. Y.

Tuesday, Oct. 7th..... New Jersey State Reformatory, Rahway, N. J.

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- Wednesday, Oct. 8th.... City Prison, Manhattan.
Thursday, Oct. 9th..... New York State Reformatory for
Women, Bedford, N. Y. West-
chester County Jail, White Plains,
N. Y.
Sunday, Oct. 12th..... Indianapolis. Annual meeting of
America Prison Association.
Monday, Oct. 13th..... Indianapolis.
Tuesday, Oct. 14th..... State School for Boys, Plainfield;
State School for Girls, Clermont,
Ind.
Wednesday, Oct. 15th.... Women's Prison, I n d i a n a p o l i s .
County Jail, Indianapolis.
Thursday, Oct. 16th.... Indiana State Reformatory, Jefferson-
ville, Ind.
Friday, October 17th.... Indiana State Prison, Michigan City,
Ind.
Saturday, Oct. 18th.... Cook County Jail, Chicago, Ill.;
Bridewell, Chicago, Ill.
Monday, Oct. 20th..... Minnesota State Prison, Stillwater,
Minn.
Tuesday, Oct. 21st..... Illinois State School for Boys, St.
Charles, Ill.; Illinois State School
for Girls, Geneva, Ill.
Wednesday, Oct. 22d.... Juvenile Court, Chicago, Ill.; Munici-
cipal Court, Chicago, Ill.
Friday, Oct. 24th..... Correctional Farm, Cleveland, Ohio;
Juvenile Court, Cleveland, Ohio.
Saturday, Oct. 25th..... Erie County Jail, Buffalo, N. Y.
Monday, Oct. 27th..... Prison Farm, Guelph, Ontario,
Canada.
Tuesday, Oct. 28th..... Ottawa Parliament Buildings.
Wednesday, Oct. 29th.... Montreal, Canada, Children's Court;
Provincial Jail, Bordeaux, Canada.
Friday, Oct. 31st..... State Prison, Charlestown, Mass.
Saturday, Nov. 1st..... State School for Boys, Shirley, Mass.;
State School for Girls, Lancaster,
Mass.
Monday, Nov. 3d..... State Reformatory, Concord, Mass.;
State Reformatory Prison for
Women, Sherborn, Mass.
Tuesday, Nov. 4th..... The Berkshire Industrial Farm,
Canaan, N. Y.

- Wednesday, Nov. 5th... Great Meadow State Prison, Comstock, N. Y.
- Thursday, Nov. 6th.... Great Meadow Prison, Comstock, N. Y.; Albany Orphan Asylum Albany, N. Y.
- Friday, Nov. 7th..... State Industrial and Agricultural School, Industry, N. Y.
- Saturday, Nov. 8th..... New York State Reformatory, Elmira, N. Y.
- Sunday, Nov. 9th..... New York State Reformatory, Elmira, N. Y.
- Monday, Nov. 10th.... George Junior Republic, Freeville, N. Y.
- Tuesday, Nov. 11th.... Eastern Penitentiary, Philadelphia, Pa.; Glen Mills School for Boys; State School for Girls, Darlington, Pa.
- Wednesday, Nov. 12th.. State Penitentiary, Baltimore, Md.
- Friday, Nov. 14th..... District of Columbia Workhouse, Occoquan, Va.
- Saturday, Nov. 15th.... National Training School for Boys, Washington, D. C.
- Monday, Nov. 17th.... Catholic Protectory, Westchester, N. Y. C.
- Tuesday, Nov. 18th.... Sing Sing Prison, Ossining, N. Y.
- Wednesday, Nov. 19th.. Children's Court, Manhattan.
- Friday, Nov. 21st..... Prison Association of New York.
- Saturday, Nov. 22d.... Sailed for England.

Throughout the entire tour the hospitality of the representatives of the varied institutions visited was not only abundant, but in many instances even lavish. Furthermore, every possible means was placed at the disposition of the Prussian Commissioners to inspect thoroughly the institutions. Special and general reports were provided, photographs were contributed in abundance, special facilities were planned in order that the trip might be hastened without loss of necessary information, and altogether, we are delighted to report that our American colleagues, without exception, distinguished themselves by their hospitality, consideration and generosity.

The tour in general covered approximately 3,500 miles. Two of the Commissioners, Privy Councillor Plaschke and



Arrival of Prussian Commissioners, Great Meadow Prison, Comstock.



Side View, from East, Sing Sing Prison, Ossining.

Dr. Hiekmann, devoted their special interest to State prisons and reformatories. The other two commissioners, Messrs. Schlosser and Remppis, were especially interested in juvenile institutions and in the children's courts. It is a great pleasure for the Association to state that the Commissioners created a most favorable impression throughout the entire trip, were considerate in their inspections and "fitted into" the necessarily arduous and often trying task of covering a large amount of ground in a very short time.

It is too early to state the general results of the tour either for Prussia or the United States. The Commissioners made it plain that they were on an official tour; that their lips were sealed as far as public utterances were concerned. They avoided interviews with the press. Confidentially they were willing in the case of individual institutions to express their opinions. Several strong impressions amounting to convictions were the result of the trip upon the General Secretary of the Prison Association, which are herewith briefly summarized:

I. The average county jail has come in for almost merciless condemnation. Amazement, coupled with a well restrained indignation, has been expressed by our German Colleagues that this country should tolerate under local and indifferent management, subject to the most variable political influences, a system of short sentences passed in idleness and in the most promiscuous commingling of prisoners. These studious German minds have sought to find a well-grounded reason for the continuance of the local jails and have failed. These German delegates, often enthusiastic about our latest experiments, have stood aghast at the county jail and have asked why we may expect any thoroughly successful results from our "universities of prison reform" when our jails continue to be such thorough schools of crime.

From this condition (which, if it is any comfort to us to know it, is in general worse in many other states than in New York) has come a thoroughly defined feeling that in this country as in continental countries and in Great Britain, there should be a centralization of the administration of the correctional system, under the control of the State. The prophetic and pathetic words of Frederick H. Wines at the National Conference of Charities and Correction in 1911, will

continue to ring true, that the county jail as an institution for imprisonment and as a county-administered institution, must be abolished. The county management of prisons seemed to the German Commissioners inherently wrong in that it provided for a short-term sheriff as chief executive, for jails without work, and for an all-day commingling of prisoners and frequently for the most indifferent classification of prisoners, as well as for the detention, often without sufficient separation, of prisoners awaiting trial and those convicted of crime.

2. The German Commissioners often stood aghast also at the intrusion of politics into prison management. They have asked why wardens are appointed who have had no previous training in penology. They have asked whether there is any school in this country for the training of prison officials. They have called attention to the fact that in Prussia the man who heads the prison system of that State will inevitably have had from fifteen to twenty years of close connection with the administration of correctional institutions. They have congratulated us not a few times upon the excellent results which men and women have achieved in the executive management of correctional institutions to which they have been suddenly appointed from business life. But nevertheless they have seen, as we Americans see even more clearly, the noxious political influences which frequently penetrate our correctional system.

As for the State of New York, these statements raise again the question whether the time has not come to consider on the one hand the centralization of our correctional systems in the hands of the State, and on the other, whether the time has not come when our institutions, that is to say, prisons, reformatories and the present county institutions, should not become State institutions under boards of managers. This question has been raised in connection with the State prisons by members of the State Board of Charities, and its discussion is a matter of fundamental importance. Strong efforts have been made for a number of years by the Prison Commission to obtain the passage of a bill providing for the taking over of the county penitentiaries of New York, Albany, Onondaga, Monroe and Erie by the State and for their transformation into State district workhouses, either on their present sites

or on relatively large farming areas. The State should similarly face the question whether the experience of the State reformatories for men and for women in this State has not suggested by this time that the State prisons also should be under the management of one or more boards of managers, with the appointment by that board of managers of the superintendent or wardens of the several institutions, such boards of managers to be unpaid and to be appointed in the same general manner as are appointed the managers of the reformatory institutions and the reform schools of the State.

3. The indeterminate sentence has been, ever since the founding of Elmira Reformatory, a matter of extended discussion in European countries. In succeeding International Prison Congresses, in intervals of five years, up to 1910, the indeterminate sentence has been one of the centers of discussion. Finally at Washington, three years ago, the International Prison Congress, partly under the influence of a large American group, passed resolutions advocating the establishment of the indeterminate sentence, with the provision that it should be accompanied by a proper parole board or court composed preferably of a judge, a lawyer and a physician. This resolution was regarded as a victory for the American principle of the indeterminate sentence.

The German Commissioners focused their attention upon the theory and practice of the indeterminate sentence in this country rather more than any other American feature of our correctional system. As in the past, so now it has been found that American correctional institutions are not yet prepared to present comprehensive and thorough statistics as to the result of parole. This fact, however, has not seemed to weigh so strongly as a disadvantage as has been the case in former visits of European representatives. The fundamental criticism of the German commissioners has been directed, not against the indeterminate sentence, but against the various methods by which the parole boards in the several states are constituted. Our German friends without exception regard the question of the release of a prisoner on parole as of the highest importance, and they are unanimous in the belief that such relief should be through the medium of what might be called a parole court, composed not of members of the board of managers of the institution, nor of persons appointed or elected who can give

but a portion of their time, but a court composed preferably of a judge of high degree, a lawyer highly representative in his profession, and a physician who shall be a specialist in mental diseases as well as in surgery or medicine. They believe that this court should be appointed by the chief executive, that it should be well salaried, and that it should give its entire time to its duties. It seems further necessary that such a court should be very largely judicial and that it should have an adequate corps of officers, including an executive secretary, and that there should come before such a court all documents, even to the minutest details, concerning the life of the prisoner since his commitment and also the necessary facts relating to his previous life on the outside. This court should be in large measure a second trial court, in which the prisoner should feel that he were receiving a fair and most careful consideration. There should be coupled with the parole court a department for the adequate supervision of prisoners on parole. On the board of the parole court should not be represented any officials of the prison or any persons connected with the administration of the prisons from which the prisoners come who are brought before the court.

Under such conditions, our German friends, representing in administrative capacity the highest offices in this branch of the Prussian government, would accept, I think, the general principle of the indeterminate sentence, which in this country we have come to feel is probably the cornerstone of our correctional system.

4. We turn now to certain parts of our correctional system of which we are very justly proud and which have excited the great interest and often the real enthusiasm of our foreign inspectors. Our juvenile courts have appealed particularly to those representatives who have charge of the administration of reform schools in Prussia, not only by the absence of red tape and by the quick and fair disposition of the succeeding cases, but also on account of the variety of institutional and extra-institutional facilities offered the children's court in the disposition of its cases. As an example, the German representatives found that there lie within the province of the juvenile court for the purpose of distribution the following organizations and institutions: Probation, house of detention,

parental schools, denominational and State reform schools, a sequence which admits of cumulative treatment that is without comparison in any other country. Our visitors have been greatly interested also in the development of the so-called honor system in our prisons, particularly at Great Meadow, New York, and at Guelph, Ontario. They have admired and envied many of our juvenile institutions such as Industry, the Juvenile Asylum, and the Jewish Protectory in New York State. They have been duly impressed with the educational and industrial system at Elmira and the incomparable military drill of that institution. The Berkshire Industrial Farm in this State has appealed to them as a sympathetic development with relatively small means of the right idea of juvenile correctional instruction.

Everywhere they have found the American relatively munificent in his State legislation and in his gifts to our correctional institutions. Sometimes we have seemed extravagant. Sometimes they have raised the question whether our buildings are not too ornate. Everywhere in the two score or more institutions which they have visited, they have been received with the most sincere and abundant hospitality, which made the entire tour a matter of pride to the American representative.

5. And furthermore. Wherever our German colleagues have gone, they have again and again been impressed with the unparalleled cooperation of private initiative and public administration. They have seen munificent private institutions for the care of delinquent children; they have seen representatives of boards of managers giving abundant time day after day to the administrative problems of the institutions which the State has asked them to supervise and control. They have seen in city after city business men lay down their work and furnish not only their automobiles, but their time and their houses, to make the tour of our German colleagues more profitable. They have seen in the public press a keen interest of the people in all that relates to the social betterment side of the administration of the State and its political subdivisions. They have passed through, at some distance, the recent striking political developments in the State of New York, and always they have come back to the statement that the welfare of the United States, at

at least in connection with its correctional and charitable activities, depends upon the development of public opinion and accurate information. In short, the processes of the education of the people have seemed the greatest revelation of all to our German friends. They have visited our State Education Building at Albany and seen our methods of providing for the readers of the State, both at Albany and in the remotest hamlet through the distribution of travelling libraries. They have read our popular magazines and our press. They have watched the frenzied political campaign in our chief city. They came to understand at Hull House in Chicago that cardinal principle of the settlement movement, which is more and more permeating our correctional institutions, that the institution is there, not so much to better the visitor or the inmate, as it is there to give to the visitor or the inmate an opportunity to find himself, to reach a higher expression of himself than has previously been possible.

The official report of the Commissioners' tour will be requested of the Prussian government by the United States government.

CHAPTER FIFTEEN

THE COUNTY JAIL

THIS is the story of the county jail — the worst institution, generally speaking, in our correctional system.

The county jail is not easy to understand. It is not under State control, although under State supervision. It serves both as a *detention prison* for those awaiting trial, and as a *prison for convicted offenders*. It is under county management, changes its officials frequently and but rarely comes under the administration of any one versed in penological principles.

For a century the county jail has been developing inherently wrong and dangerous conditions. Today, although in our own State it has sustained many improvements architecturally and in relation to administration, thanks largely to the Prison Commission of this State, the county jail is in most instances inevitably a school of crime. The Prison Association believes unqualifiedly that the county jail, in its present form and management, should be abolished.

What is a county jail? How many are there in the State? What is their purpose? What do they accomplish?

These are some of the questions to be answered in this chapter. The county jail is, in short, the great sieve, or rather a collection of over sixty smaller sieves through which the criminal population passes in large measure on its way to other correctional institutions, or during the period of serving sentence. It is also the great sieve through which pass those thousands who are accused of serious crime and who are held for the action of the grand jury, or who are awaiting trial for the crime for which the grand jury has indicted them.

Each county has its county jail under the administration of the sheriff of the county, except New York City, where the institutions corresponding to the county jails of other counties are under the Department of Correction. Richmond county, in Greater New York, has still a county jail. The county jail is a county institution. The sheriff is elected for three

years; he generally knows little about modern prison administration; the jail is only one of his responsibilities and frequently in his opinion, a disagreeable one. The under-officials of the jail are frequently changing, or if retained, are only too often men rendered indifferent by long service in an unformative institution. The county's taxpayers are often unwilling to expend considerable sums upon improvements, and furthermore, the jail population, made up largely of public drunkards, vagrants and persons charged with disorderly conduct, are not objects of special sympathy to the hard-working taxpayer, particularly in the rural communities.

So from these angles and many others the pressure brought to bear on the county jail is not toward progress and modern methods. Under the circumstances, New York State is perhaps to be congratulated that its county jails are in general as good as they are, yet there are so many factors in the county jail problem that are inherently wrong, as will be seen by the following pages of inspections, that the Prison Association has this year concentrated its attention especially on this county problem.

To become clearly familiar with the main features of the average county jail, let us follow in imagination an inspector of the Prison Association as he makes his official rounds through one of these jails. He arrives in a small county seat, and walks from the train to the courthouse. The jail is generally immediately adjoining the county courthouse, because prisoners awaiting trial are generally, for convenience, lodged near the courtrooms. The jail is usually in the county seat, because the county courthouse is there. In some counties there are two jails, as in Orange county — one at Goshen and one at Newburg. In such a case the sheriff lives in quarters contiguous to one jail and the under sheriff administers the jail of lesser importance.

As the inspector approaches the jail, he observes among other things the outside condition of the building, whether the building is painted, whether the roof is in good condition, whether the lawns and other approaches to the jail are well kept, and whether the prisoners are working outside the jail. It is also an important question whether the jail is well protected from fire in the case of adjoining buildings. Frequently the inspector finds the sheriff's quarters of wood and that the only exit from the jail is through the sheriff's quarters.

In such cases a strong recommendation is made by the Prison Association that the jail be provided with an additional exit.

In the typical jail the sheriff resides in a building immediately adjoining the jail. His rooms are fairly comfortable, though his quarters are seldom lavish; he receives his heat and light from the jail. He has no definite working hours, but may be called upon at any hour of the day or night for any of his numerous duties. He may be directly in charge of the jail, or he may have an under sheriff or a jailer in charge.

The inspector knows practically by heart paragraph 91 of Chapter 16, of the Laws of 1909, and Chapter II of the Consolidated Laws, which are substantially to this effect:

"Each county jail shall contain a sufficient number of rooms for the confinement of persons committed on criminal processes, or detention for trial, or examination as witnesses in a criminal case. These persons shall be detained separately from prisoners under sentence. There shall be a sufficient number of rooms for the separate confinement of persons committed on civil processes. There shall be a sufficient number of rooms for the solitary confinement of prisoners under sentence."

Moreover, Section No. 92 adds that persons in custody on civil process or committed for contempt or detained as witnesses shall not be put or kept in the same room with persons detained for trial or examination upon a criminal charge or with convicts under sentence. Persons detained for trial or examination upon a criminal charge shall not be put or kept in the same room with convicts under sentence. Minors shall not be put or kept in the same room with adult prisoners. Women are to be separated from men, and in the case of civil processes or detention as witnesses, shall not be put or kept in the same room with a man, except her husband, and then in a room in which there are no other prisoners.

There is another section, No. 486 of the Penal Law, which provides that "no child under restraint or conviction, who is actually or apparently under the age of 16 years, shall be placed in any prison or place of confinement, or in any courtroom or in any vehicle for transportation, in company with adults charged with or convicted of crime."

This requires of the county jail a somewhat complicated system of classification which, however, is not so complicated

that it cannot be well worked out in the modern jails. To satisfy the legal requirements, a county jail must have the following divisions:

- | | |
|---|----------------------|
| 1.... Civil prisoners and witnesses.... | Male adults. |
| 2.... Civil prisoners and witnesses.... | Male minors 16-21. |
| 3.... Civil prisoners and witnesses.... | Female adults. |
| 4.... Civil prisoners and witnesses.... | Female minors. |
| 5.... Prisoners held for trial or exami-
nation..... | Male adults. |
| 6.... Prisoners held for trial or exami-
nation..... | Male minors 16-21. |
| 7.... Prisoners held for trial or exami-
nation..... | Female adults. |
| 8.... Prisoners held for trial or exami-
nation..... | Female minors. |
| 9.... Prisoners under sentence..... | Male adults. |
| 10.... Prisoners under sentence..... | Male minors 16-21. |
| 11.... Prisoners under sentence..... | Female adults. |
| 12.... Prisoners under sentence..... | Female minors 16-21. |

Let us now in imagination approach the sheriff. If it is a new sheriff or a new inspector, two facts are conveyed by the inspector:

First, that the Prison Association is in duty bound by law to inspect the correctional inspections of the State and to that end, in order that an adequate report may be made to the Legislature, it is vested with large powers of inspection and investigation.

Secondly, that the main purpose of the Prison Association, in its inspections, is to cooperate with the proper authorities in establishing good administration and good conditions in the correctional institutions of the State. The sheriff is informed that the Prison Association is reluctant to act other than in close cooperation; that our recommendations regarding the jail will be made in a friendly spirit; that only in case the recommendations are not carried out will the Prison Association feel it is obliged to find channels of publicity for its recommendations. And it is a pleasure to state that our inspectors are in general cordially greeted by the sheriffs, who profess a desire to follow the recommendations so far as they can. Frequently they state their inability to convince the board of supervisors of the county, who are the appro-



Outside Corridor, Rensselaer County Jail, Troy.



"Bull Pen," Franklin County Jail, Malone, N. Y.

priating body, of the necessity of improvements. The inspector answers the sheriffs at this point that the Association will take up the matter with the board of supervisors and will urge the needed appropriations.

The big keys of the jail are then taken and we pass from the office into the jail. The customary construction in this State is the so-called cellblock. Imagine two horizontal rows of from five to ten cells, placed back to back. Imagine, further, several tiers of such cells. In each cell there is a door facing the outside. Imagine, then, built over this large block of cells, the enclosing walls and a roof. Between the cellblock and the sidewalls of the building we find a corridor from four to eight feet wide. Very frequently each floor has its corridor, the floor being thus extended from the block to the outside wall. Then between the rows of cells, which are practically back to back, there is a narrow corridor called the "utility corridor," perhaps four or five feet wide. This corridor contains plumbing, wires and ventilation for the cellblock and for the building.

As you step with the inspector into the side corridor on the ground floor, you find on one side high and frequent windows giving good light, and on the other side a grating extending the entire length of the corridor and composed of vertical steel bars. This divides the corridor practically into two corridors, an outside corridor next the windows and wall for the use of the prison officials, and a second corridor between the outside corridor and the cells for the use of the prisoners. We will call the first corridor the officers' corridor, and the second corridor, the prisoners' corridor. These corridors vary in width. The officers' corridor may be from three to six feet and the prisoners' corridor from three to eight feet wide. The prisoners' corridor is usually secured by a gate that cuts off any possible communication with the officers' corridor.

And right here we find one of the fundamental errors in jail administration, caused by this form of jail construction. County jails are called schools of crime, largely because of the commingling of prisoners. This commingling, forced upon prisoners, results in demoralization, frequently in debauchery and practically always in serious moral evils. It is a frequent saying among prisoners that nobody can go through some weeks of compulsory detention in a county jail without being seriously affected, morally, mentally and physi-

cally. No prisoner can have a reasonable amount of privacy in such institutions.

As we stand in the officers' corridor, we see the prisoners in the inner corridor marching up and down, chafing at their restraint, or sluggish in their indifference, and inevitably there is suggested to us the comparison with the animals behind the gratings of a menagerie. Indeed, certain opponents of this style of jail construction call it the "zoo system" of cells.

We are making our inspection at ten o'clock in the morning. We ask where the prisoners are, how they are employed and what they have done so far, and we find that except for several trusties, who are making a brave show since we entered the building of washing the concrete floor of the corridors, and aside from several other prisoners preparing the dinner in the kitchen in the basement of the sheriff's house and perhaps one or two other prisoners, who are cutting the lawns or "picking up around the place," the prisoners are absolutely idle. Up and down, up and down, they walk in the inner corridor. In some jails we find the sheriffs allow card playing. In other jails the playing of cards is prohibited, but there is no restraint upon conversation, often worse than games.

The inspector asks the sheriff to open the gate of the inner corridor, and we move among the prisoners in our examination of the cells. We find that the cells in the row are each about eight feet long, six feet wide and eight feet high. Here again we are struck with the abnormal condition of prison life, for the cells are of steel construction, just a steel box in fact, with a concrete floor and a barred steel gate about two feet six inches wide and six and a half feet high, which, not being solid, but composed of vertical and horizontal steel bars, admits light and air during the day. We see in some jails that an electric bulb in the cell will supplement this light in the day time (in case the county is not too economical with its light) and of course during the evening until locking-up time, which is generally between eight and nine o'clock. Generally the electric bulbs are in the prisoners' or officers' corridors.

The imaginary visitor now exclaims: "You don't mean to say that you put two men in this small cell, yet here are two beds!"

The sheriff shrugs his shoulders and says: "I know they say it is wrong, but what are you going to do when you try to

follow the classification made by law and when you have more prisoners than cells?" Certainly here is a question hard to answer, except that only too often the inspector finds on careful examination that there are many vacant cells in the second or third tier which could be used to avoid this duplicating if the sheriff were more ingenious in his classification. One of the good results of the frequent inspection of county jails is that the unnecessary crowding of men in cells has been reduced.

The Prison Association for years has declaimed against the doubling-up of prisoners. It is absolutely wrong morally, and from a sanitary standpoint thoroughly unwise. The two steel bunks, suspended by hinges and chains from the steel wall of the cell, are folded up against the wall during the day. At night they are lowered. In the cell is also a set basin with running water, and in one corner of the room a water-closet with flush; perhaps a board suspended on hinges serves as a table. The plumbing for the washstand and closet extends through the back of the cell into the utility corridor. The utility corridor is generally locked at both ends and entered only for cleaning or for repairing purposes. As the inspector makes his rounds, he will have each of the corridor doors opened and he will step inside, not only to detect foul sewage odors, but also to see that the utility corridor is not used as a dumping place for papers and other refuse.

And now we notice the method of the inspector. He has broken his general rule for a moment to show us the inner corridor and the interior of the cell. But now he continues his inspection, and we move very hastily through the whole building. He explains to us that he wishes to see the entire jail, at least in a cursory manner, before any changes may have been made in cleaning up or in removing conditions that would be subject to an adverse report. So we move rapidly through the several tiers and through the other parts of the jail, returning then to the first floor where a more careful inspection is begun.

We find that the first floor contains prisoners awaiting the action of the grand jury or awaiting trial; the second floor, sentenced prisoners with terms extending up to one year; the third floor contains the overflow from the second floor in one section and the female department in the other section. Or, very likely, on the third floor we find one section devoted

to the juveniles and one section to the women. We find at the end of the prisoners' corridor on each floor a shower-bath. Generally it is open to the prisoners at least daily; frequently all the time.

This typical jail we are visiting is one of the best in the State and the sheriff is apparently an efficient and conscientious man. He tries to obey the law, but we find often that he does not know clearly what the law is. He has no complete book of instructions as to jail management or he has lost the book containing the laws relating to administration. But he seems to have a real desire to mitigate the unfortunate condition of his prisoners who often wait for many months to be tried, or to be released from enforced idleness.

As we move through the building, we ask the jailer as to his daily routine. A few of the prisoners, we find, get up at 6:30 in the morning and prepare the breakfast in the jail kitchen. The breakfast consists of potatoes, bread and coffee. At seven o'clock the prisoners come down into a hallway adjoining the kitchen and eat their meal together at the common table. For the "court prisoners" (this term includes those awaiting the action of the grand jury and those awaiting trial) the food is taken to the cells.

We interrupt with the question: "Why make the distinction between the convicted prisoners and unconvicted prisoners?" The sheriff answers quickly: "Convicted prisoners here are short-term prisoners and have committed crimes not very serious in their nature. There are a good many inebriates and vagrants in the group. We are not afraid of them, but among the prisoners held for the grand jury are many accused of very serious crimes, even murder. Some of them are desperate persons and would take all sorts of chances to get away, so we do not let them come together at the table."

By 7:30 breakfast is over. A small squad of sentenced prisoners begins to sweep and mop up the floors and prepare the dinner. The rest of the prisoners remain, not in their cells, but in the corridor leading to their cells. They read old magazines, or books if the prison has a library, or newspapers that have found their way in, or they turn to card-playing. They have no money, so matches will serve. Over the cards or in separate groups the time is spent in relating "past performances." John Smith tells about his latest

"trick"; he has done many in his day. He has an attentive listener, a boy of eighteen, who has been "caught right" in his first attempt. The boy is now getting pointers how to avoid being caught the next time, or how to work a bigger game. John Smith himself learned some years ago much of his trade in a jail of a neighboring county, which is quite differently built, for there all of the cells open into a general interior pit. In that county jail which John Smith tells about, the prisoners were not restricted to groups of eight or ten; there were thirty or forty together around a friendly long table intended for a dinner table but used at other hours for recreation, card games and "experience meetings." Gray haired, wrinkled, whiskey-branded drunks had most to say, and the boys were the most ardent listeners.

But to return to our daily routine in the jail we are inspecting. Dinner time is approaching. Sentenced prisoners, who have the privilege of cleaning the jail or the sheriff's residence or of mowing the lawn, are coming back into their corridors. The court prisoners are looking forward to dinner as a break in the monotony. They have not much appetite, for they have had no outdoor air, nor have they had a chance to do any work. They complain to the jail physician of constipation, and they receive pills as a substitute for fresh air and outside exercise. Here again we run across a fundamental objection to the present method of administering county jails. It is no exaggeration to state that in many a jail neither the convicted prisoners nor those held for the grand jury get out into the fresh air for months at a time. Many of the jails are built in the cities or towns, and the buildings adjoin other buildings quite closely. No jail yard has been provided, no jail walls to prevent escape, and there has grown up through the years the tradition that it is unsafe to let the prisoners out, and particularly unsafe to expose the court prisoners to the chance of escape. This is a degree of cruelty which few people in the State realize as existing in the county jails. When to this absolute restriction of exercise in the open air are added the physically outrageous conditions of an old jail, a basement floor and a damp day, the results are heart-rending. Yet such conditions exist in spite of protests, both public and private.

But to return to our typical jail. The dinner is served. Tin plates and cups are gradually being replaced in this jail

by crockery, for tinware is too often rusty ware. Good food on rusty ware is unpalatable. The dinner consists of vegetable soup with beef in it, potatoes, bread and tea. Sentenced prisoners again eat at the table, and the court prisoners in their cells. Some of the court prisoners are not in; the sheriff has taken some of them, charged with offences, to the judge, or, should the grand jury or county court be in session, some of the prisoners may have been taken to the courthouse in the company of the sheriff or of an under sheriff. There is some disorder now in the jail, because the sheriff is away in court. The under sheriff is out making an arrest, and the one jailer with the sheriff's wife must "run the whole place."

Dinner is over. The kitchen squad washes the dishes and puts them away. Most of the cleaning has now been done. Absolutely nothing is on the jail program until supper, except idleness. The story of the morning is repeated. Day by day and week by week the prisoners go through the same monotonous program. Any intelligent person can draw his own inferences as to the beneficent results of such treatment. Here are prisoners charged with crime or convicted of crime. They have offended against the laws of the State. Why should they not be under the control of the State in State institutions? Why should it be left to a county to devise its own general plan of dealing with convicted and unconvicted prisoners? And why, above all things else, should such a miserably injurious plan be allowed to continue for the further demoralization and debauchery of men and women, young and old? Why, with supreme indifference, allow these conditions to continue, and with enthusiastic support build new State prisons and make larger appropriations for reformatory and special institutions to receive the product of such perverse institutions as the county jail?

So during the afternoon there is hardly any work except for the sheriff and his assistants. While part of his population is safe in the cells, some of the sentenced prisoners roam the jail at liberty as trusties. The sheriff is serving papers, collecting debts, appearing as witness, or purchasing material for the jail. The working day is over by four o'clock. The supper, consisting of only bread and coffee and perhaps some beans, is served about five. After supper all the prisoners are locked in their cells. The same dismal monotony continues. Some of the prisoners read books or magazines but

these are relatively few. The Prison Association has furnished to this jail a library of fifty books, the gift of a philanthropic young woman. But the inspector has found that the books are in the library of the sheriff's office, and the paper covers over the permanent bindings do not show that the books have been frequently distributed in the jail. In the jail library, religious treatises of twenty or thirty years ago abound. There are a good many old magazines.

During the evening the prisoners smoke and hold chats with each other in the corridor or from the different cells. There is a little singing, some yelling, occasional profanity, mixed perhaps with the incoherent sounds of an insane prisoner or from some one going through the stages of delirium tremens. At 8 or 9 o'clock the lights are turned out. The night guard or night sheriff makes his rounds, tests the locks and then leaves the cellblock; in our jail there is a watchman's attachment on each floor and the watchman must make his rounds at least once an hour.

And the next day for the prisoners is the same and the next day the same again. On Sunday services are held, not every Sunday, but once in two or three weeks. In some jails hardly any services are held for months. The sentenced prisoners, that is to say, the short termers come and go; some of them for three days, some five days, some ten days some thirty days or more. The court prisoners change much more slowly, but their change means less, for they are shut away from communication with the rest of the jail and they affect the daily routine but little.

CHAPTER SIXTEEN

TREASURER'S REPORT

FOR TWELVE MONTHS ENDING SEPTEMBER 30, 1913.

SCHEDULE "A"

STATEMENT OF ASSETS AND LIABILITIES AT DATE OF SEPTEMBER
30, 1913.

Cash:	ASSETS.
<i>Mechanics and Metals National Bank:</i>	
Treasurer's Fund.....	\$1,807 25
Due Union Trust Company (Asst. Sec. Fund).....	3 70
	—————
	\$1,810 95
<i>Bank of the Metropolis:</i>	
General Secretary's Fund.....	\$51 36
Petty cash, General Secretary's Fund	177 62
<i>Sundry debtors (cash items):</i>	
General Secretary's Fund.....	107 56
	—————
	336 54
<i>United States Trust Company:</i>	
Endowment Fund.....	\$3,263 74
Due Mechanics and Metals National Bank (Treasurer's Fund).....	17 23
	—————
	3,280 97
<i>New York Life Insurance and Trust Company:</i>	
Reserve Fund.....	\$2,965 50
Due Mechanics and Metals National Bank (Treasurer's Fund).....	22 28
	—————
	2,987 78

TREASURER'S REPORT.

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Union Trust Company:

Mary H. Brush Fund.....	\$500 00
Due Mechanics and Metals National Bank (Treasurer's Fund).....	5 00
	—————
Assistant Secretaries' Fund.....	\$1,593 88
Due Bank of the Metropolis (General Secretary's Fund).....	10 69
	—————
Total cash.....	\$10,525 81

Investments (at cost):

Endowment Fund.....	\$65,767 50
Mary H. Brush Fund.....	2,500 00
Samuel M. Jackson Library Fund...	2,500 00
	—————
	70,767 50

Real estate (at cost):

House and lot, 135 East 15th street..	22,500 00
---------------------------------------	-----------

Due from reformatories:

New York State:

Elmira.....	\$75 00
Napanoch.....	25 00
	—————
	100 00

Interest accrued:

Investments.....	1,278 02
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Prepaid expenses:

Insurance premiums.....	32 27
	—————
Total assets.....	\$105,203 60

LIABILITIES.

Special donations.....	\$158 24
Funds held in trust.....	2 50
Expenses, due or accrued.....	1,225 25

Capital:

Endowment Fund.....	\$69,031 24
Reserve Fund.....	2,965 50
Mary H. Brush Fund.....	3,000 00

Samuel M. Jackson Library Fund.....	\$2,500 00
Assistant Secretaries' Fund.....	1,597 58
Samuel M. Jackson Library Income Fund.....	49 69
Russell Sage Foundation.....	2 11
Capital account.....	24,671 49
	<hr/>
Total liabilities.....	\$103,817 61
	<hr/>
	\$105,203 60
	<hr/>

SCHEDULE "B"

RECEIPTS AND EXPENDITURES FOR THE YEAR ENDING SEPTEMBER
30, 1913.

CURRENT FUNDS.

Balance, September 30, 1912:

Mechanics and Metals National Bank.	\$709 59
Bank of the Metropolis.....	752 07
Petty cash.....	119 52
Sundry debtors (cash items).....	53 88
	<hr/>
	\$1,635 06

RECEIPTS.

Donations:

General.....	\$20,711 76
Special relief.....	609 42
General relief.....	367 78
	<hr/>
	\$21,688 96

Interest:

Investments.....	\$3,032 50
Bank balances.....	288 46
	<hr/>
	3,320 96

Reformatories:

New York State, Elmira.	\$900 00
Napanoch.....	300 00
	<hr/>
	1,200 00

Funds held in trust.....	26 50
Refunds.....	34 50
	<hr/>
	26,270 92

\$27,905 98

EXPENDITURES.

Special donations for relief.....	\$739 58
Russell Sage Foundation.....	79 83
Funds held in trust.....	27 85
Exchange on cheques	8 41
	—————
	\$855 67

General secretary's bureau:

Salaries.....	\$10,127 76
Printing and stationery.....	1,471 94
Postage.....	1,386 69
Transportation, hotels and carfares....	396 00
Telegrams, telephone and messages....	286 70
Furniture and fixtures.....	163 14
Office supplies.....	154 66
Sundries.....	136 64
Library.....	131 97
Newspapers and periodicals.....	117 24
Conferences, membership and organization.....	71 92
Delivering reports.....	39 17
Photos and films (mainly half-tones for appeals).....	34 90
Express and cartage.....	34 29
Expenses of mass meeting.....	19 91
Prison Sunday.....	4 25
Publicity.....	3 00
	—————
	14,580 18

House:

Repairs.....	\$624 43
Salaries.....	397 67
Light.....	221 65
Fuel.....	165 25
Supplies.....	152 89
Labor.....	29 25
Water.....	28 70
Insurance.....	12 00
	—————
	1,631 84

Parole bureau:

Salaries.....	\$1,295 18
Transportation, agents' expenses and carfares.....	138 50
Sundries.....	7 24
	—————
	1,440 92

Probation bureau:

Salaries.....	\$3,423 95
Transportation, agents' expenses and carfares.....	198 82
	—————
	\$3,622 77

Relief (see also first item under expenditures):

Food and meals.....	\$1,552 56
Rent, board and lodgings.....	886 15
Salaries.....	630 00
Labor for and by applicants.....	244 00
Transportation and carfares.....	118 44
Sundries.....	43 45
Loans.....	50 50
Goods from pawn.....	20 00
Clothing.....	13 32
Agency fees.....	9 00
Medical and surgical.....	5 75
Telegrams.....	2 44
	—————
	3,575 61

Balance, September 30, 1913:

Mechanics and Metals National Bank.	\$1,810 95
Due Union Trust Company (subject to transfer).....	3 70
	—————
	\$1,807 25
Bank of the Metropolis.....	51 36
United States Trust Company (subject to transfer).....	17 23
New York Life Insurance and Trust Company (subject to transfer).....	22 28
Union Trust Company (subject to transfer).....	15 69
Petty cash.....	177 62
Sundry debtors (cash items).....	107 56
	—————
	2,198 99
	—————
	\$27,905 98
	—————

TREASURER'S REPORT.

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SCHEDULE "C"

ESTMENTS AT DATE OF SEPTEMBER 30, 1913.

ENDOWMENT FUND.

INVESTMENTS.	Rate %	Interest due.	Valuation at cost.	Interest accrued.
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Bonds:

5 C. R. I. & P. Railway.	4	Jan. & July	\$4,823 75	\$50 00
5 C. & N. W. Railway..	4	May & Nov.	4,943 75	83 33

Bonds and mortgages:

_____	4½	May & Nov.	42,000 00	787 50
_____	4½	May & Nov.	12,000 00	225 00
_____	4½	Apr. & Oct.	2,000 00	45 00
				<hr/>
			\$65,767 50	\$1,190 83

MARY H. BRUSH FUND.

Bond and mortgage:

_____	4½	June & Dec.	2,500 00	37 50
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SAMUEL M. JACKSON LIBRARY FUND.

Bond and mortgage:

_____	(acquired			
April 22, 1913)	4½ Apr. & Oct.	2,500 00	49 69
				<hr/>
			\$70,767 50	\$1,278 02
			<hr/>	<hr/>

SCHEDULE "D"

CONDITION OF THE VARIOUS FUNDS AT SEPTEMBER 30, 1913.

STATEMENT OF THE ENDOWMENT FUND.

Balance at credit of fund, September 30, 1912.....	\$66,031 24
Received from donors.....	3,000 00
Interest received from United States Trust Company..	164 59
	<hr/>
	\$69,195 83

Interest transferred to treasurer's fund....	\$147 36
Interest subject to transfer to treasurer's fund.....	17 23
	<hr/>
	164 59

Balance, September 30, 1913:

On deposit in United States Trust Company.....	\$3,263 74
Invested, per Schedule "C".....	65,767 50
	<u>\$69,031 24</u>

STATEMENT OF THE RESERVE FUND.

Balance at credit of fund, September 30, 1912.....	\$2,965 50
Interest received from New York Life Insurance and Trust Company.....	III 37
	<u>\$3,076 87</u>
Interest transferred to treasurer's fund...	\$89 09
Interest subject to transfer to treasurer's fund.....	22 28
	<u>III 37</u>
Balance, September 30, 1913, on deposit in New York Life Insurance and Trust Company.....	<u>\$2,965 50</u>

STATEMENT OF THE MARY H. BRUSH FUND.

Balance at credit of fund, September 30, 1912.....	\$3,000 00
Interest received from Union Trust Company.....	12 50
	<u>\$3,012 50</u>
Interest transferred to treasurer's fund...	\$7 50
Interest subject to transfer to treasurer's fund.....	5 00
	<u>12 50</u>

Balance, September 30, 1913:

On deposit in Union Trust Company..	\$500 00
Invested per Schedule "C".....	2,500 00
	<u>\$3,000 00</u>

STATEMENT OF THE SAMUEL M. JACKSON LIBRARY FUND.

Received from donor.....	\$2,500 00
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Balance, September 30, 1913:

Invested per Schedule "C".....	\$2,500 00
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TREASURER'S REPORT.

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STATEMENT OF THE ASSISTANT SECRETARIES' FUND.

Received from donors.....	\$2,800 00
Interest received from Union Trust Company.....	18 96
	<hr/>
	\$2,818 96
Expenditures.....	1,221 38
	<hr/>

Balance, September 30, 1913:

On deposit in Union Trust Company..	\$1,604 57
Of which due to treasurer's fund (subject to transfer).....	10 69
	<hr/>
	\$1,593 88
Amount due from treasurer's fund (subject to transfer).....	3 70
	<hr/>
	\$1,597 58
	<hr/>

STATEMENT OF THE SAMUEL M. JACKSON LIBRARY INCOME FUND.

Interest receivable from investment of the Samuel M. Jackson Library Fund investment due October 1, 1913.....	\$49 69
	<hr/>

STATEMENT OF THE FUND FROM RUSSELL SAGE FOUNDATION.

Balance at credit of fund September 30, 1912.....	\$81 94
Expenditures.....	79 83
	<hr/>
Balance, September 30, 1913, on deposit in Bank of the Metropolis.....	\$2 11
	<hr/>

We hereby certify that we have examined the books, accounts and vouchers of the Prison Association of New York for the year ending September 30, 1913, and that the above statement is correct.

TOWNSEND AND DIX,

Auditors.

LIFE PATRONS

By Contributions of \$500 or More at One Time

Barbey, Mrs. Henry I.	McHarg, Henry K.
Benjamin, Mrs. Eastburn.	Phipps, Henry.
*Billings, Frederick.	Pyne, Percy R.
Brewster, Robert S.	Rhinelander, Miss Serena.
Brown, M. Bayard.	Rockefeller, John D.
Clarke, F. Ambrose.	Sage, Mrs. Dean.
Dodge, Cleveland H.	Schiff, Jacob H.
Gold, Cornelius B.	Schiff, Mortimer L.
Harkness, E. S.	Scott, William H.
Harrah, Charles J.	Stetson, Francis Lynde.
James, Arthur Curtiss.	Stewart, Lispenard.
James, Mrs. D. Willis.	Tiffany, L. C.
Lewisohn, The Misses Alice and Irene.	Woerishoffer, Mrs. Anna.

* Deceased.

HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

- Anonymous.
A. Z.
Astor, Mrs. Ava Willing.
Astor, Mrs. John Jacob.
Baker, George F.
Barhydt, Mrs. P. Hackley.
Billings, Mrs. Frederick.
Bishop, David Wolfe.
Bliss, Miss Catherine A.
Bowdoin, George S.
Bowen, Mrs. Harry S.
*Brady, Anthony N.
Brokaw, George T.
Brown, Alexander H.
Brown, James.
Brownell, Miss Matilda A.
Bruce, Miss Sarah E.
Carnegie, Andrew.
Carnegie, Mrs. T. M.
Chapman, Mrs. John J.
Chisolm, B. Ogden.
Chisolm, W. E.
Choate, Joseph H.
Clark, Edward Severin.
Clark, Mrs. Stephen C.
Clyde, William P.
Clyde, Mrs. William P.
Colgate, William.
Conger, A. B.
Connor, W. E.
Cooper, James Fenimore.
Corning, H. K.
Crimmins, John D.
Cromwell, James W.
Crosby, William B.
*Crossman, George W.
Cutting, R. Fulton.
DeForest, Henry W.
Dodge, D. Stuart.
DuBois, Miss Katherine.
*Duncan, William B.
Dwight, Winthrop E.
Ehret, George.
Einstein, Edward.
Emmons, Arthur B.
Frazier, Mrs. Clara D.
Frost, Aaron V.
Gerry, Elbridge T.
Gerry, Peter G.
Gilman, William G.
Gilman, Winthrop S.
Gould, Edwin.
Grace Church.
Hadden, Alexander M.
- Haggin, J. B.
Halkett, Baroness S.
Hall, Mrs. Bolton.
Harkness, Mrs. Charles W.
Hearn, James A. & Son.
Hill, Frederick T.
Howland, Mrs. Joseph.
Hurd, Richard M.
Hyde, Mrs. Clarence M.
Jameson, E. C.
Jennings, Miss Annie B.
Johnson, Arthur G.
Johnson, Gilbert H.
Johnson, James W.
Jones, James H.
Juilliard, Mrs. A. D.
Keene, James R.
Keteltas, Miss Alice.
Kunhardt, W. B.
Langdon, Woodbury G.
Lawrence, Mrs. Samuel.
Lenox, Miss.
Livingston, Johnston.
Livingston, Miss Julia.
Lorillard, Pierre.
Low, William G.
McClymonds, Mrs. L. K.
McCurdy, Richard A.
McKinney, Price.
McLanahan, Mrs. C. L.
McLane, Allen.
Marshall, Louis.
Mead, J. H.
Milbank, Joseph.
Minturn, Mrs. Robert B.
Moore, Mrs. William H.
Morgan, Mrs. David P.
*Morgan, George D.
Murtland, Samuel.
National Humane Alliance.
O'Connor, Thomas H.
Olmsted, Mrs. C. J.
Olyphant, Robert M.
Osborn, William Church.
Parish, Daniel.
Perkins, George W.
Peters, E. D.
Pratt, Herbert L.
Pullen, John A.
Rand, George C.
Reed, Latham G.
Rhinelander, W. C.
Richardson, Mrs. C. Tiffany,
St. Thomas Church.

* Deceased.

Sage, Mrs. Russell.	Thorne, Jonathan.
Sage, Dean.	Trevor, Mrs. John B.
Sage, William H.	Trumbull, Frank.
Sampson, Joseph.	VanDyke, Henry J.
Schermerhorn, F. Augustus.	Van Gerbig, Mrs. B.
Scoville, Miss Grace.	Vanderlip, F. A.
Seaman, Lloyd W.	Van Ingen, E. H.
Seligman, J. & W. Co.	Van Rensselaer, Alexander.
Shaw, Mrs. Francis George.	Warburg, Felix M.
Sheafe, Mrs. Mary.	Ward, George C.
Shepard, Mrs. Finley J.	Ward, John Seely.
Shipman, C. H.	Webb, William Seward.
Slayback, John D.	Westinghouse, Church Kerr & Co.
Sloan, Samuel.	Weston, R. W.
Smith, Eugene.	Whitney, Henry P.
Spencer, Mrs. Catharine.	White, Alfred T.
Stillman, Miss Charlotte R.	White, Mrs. Joseph M.
Stillman, Mrs. T. S.	Wilson, Mrs. H. S.
Stokes, Anson Phelps.	Wingate, George W.
Stokes, Mrs. Anson Phelps.	Winthrop, Benjamin R.
Stone, Miss Annie.	Wood, J. Walter.
Tarbell, H. S.	Wood, William.
Thomas, Seth E.	Woodin, William H.
Thompson, Mrs. Frederick F.	Zabriskie, Mrs. George.

LIFE MEMBERS

By Contributions of \$50 at One Time

Anonymous.	Douglas, James.
A Friend.	Ellis, William D.
Adams, Thatcher M.	Emmet, Miss Lydia F.
Adler, Felix.	Engs, P. W.
Anderson, J. Cameron.	Evans, Hartman K.
Andrews, Constant A.	Fahnestock, H. C.
Arnold, Edward W. C.	Ferguson, Mrs. Farquhar.
Astor, W. W.	Foster, James Jr.
Belmont, August.	Fraser, Mrs. George S.
Bigelow, Mrs. Lucius H.	Gallatin, Albert.
Bliss, Ernest C.	Gallatin, Mrs. Albert H.
Bliss, Mrs. Robert W.	Geer, Mrs. Walter.
Booth, W. A.	Gilman, Arthur.
Borg, Simon.	Goodwin, James J.
Brown, Stewart.	Gray, Horace.
Bulkley, Mrs. Edwin M.	Hackley, Mrs. C. B.
C. S.	Hall, Mrs. John.
Campbell, Mrs. Henry G.	Halliday, E. C.
Chisolm, Mrs. William E.	Halliday, Mrs. E. C.
Coffin, C. A.	Halsted, Miss A. B.
Coffin, Edmund.	Hamilton, Frank.
Coleman, N. T.	Harkness, Mrs. Stephen V.
Corse, Israel.	Hawley, John S.
Coster, Mrs. Charles Henry.	Healy, A. Augustus.
Coxe, Mrs. Davies.	Heinsheimer, Alfred M.
Crane, Albert.	Hencken, Albert C. Mrs.
Crossman, W. A. & Bro.	Herrick, E.
Cutting, R. Bayard.	Hoe, Richard M.
Davies, Mrs. Dora A.	Holden, James C.
Dean, Miss E. A.	Horn, James.
Dinsmore, Mrs. W. B.	Hosmer, Mrs. Edward Sturges.
Dodge, Miss Grace H.	Hoyt, Gerald.
Dodge, William E. Jr.	Hubbard, Thomas H.

- Huntington, Henry E.
 Hutchinson, John William.
 Hyde, Frederick E.
 Irvin, Richard.
 Jesup, Mrs. Morris K.
 Johnson, Alexander S.
 Jones, Edward.
 Jones, Mrs. Edward H.
 Jones, James J.
 Kelsey, Clarence H.
 Kidder, Mrs. A. M.
 Kissam, Samuel H.
 Landon, Francis G.
 Langton, John
 Leffingwell, R. C.
 LeRoy, J. R.
 Lichtenstader, Samuel.
 Lobenstine, William C.
 Lockwood, Homer N.
 Lowery, J. S.
 Lydig, David.
 McMillin, Emerson.
 Maghee, Mrs. S. P.
 Maxwell, Mrs. Robert M.
 Metcalf Bros. & Co.
 Mitchell, Mrs. Edward.
 Moore & Schley.
 Morgan, Miss Caroline L.
 Morgan, Mr. & Mrs. J. P. Jr.
 Morris, Henry Lewis.
 Mortimer, Mrs. W. Y.
 Mott, William F.
 Nelson, Charles N.
 Nelson, Mrs. Charles N.
 Olyphant, David.
 Osborne, Thomas W.
 Parish, Henry.
 Parish, Miss Susan D.
 Parks, Leighton.
 Parsons, Mrs. Edwin.
 Pavenstedt, Hugo.
 Peabody, George F.
 Pearl, Mrs. Frederick W.
 Phelps, Mrs. William W.
 Philbin, Eugene A.
 Potter, Howard.
 Prosser, Thomas.
 Raht, Charles.
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Platt, Willard H.....	\$5 00	Richardson Bros.....	\$5 00		
Plaut, Albert.....	10 00	Richmond, Miss H. E.....	G. R. 5 00		
Plaut, Joseph.....	C. 15 00	Ridder, Herman.....	S. 5 00		
Pohlmann, George.....	2 00	Riggs, George C.....	5 00		
Pollak, Mrs. C. W.....	S. 2 00	Ripley, Miss Susan S.....	2 00		
Pollak, Gustav.....	5 00	Rives, George L.....	10 00		
Pomroy, Mrs. H. K.....	25 00	Robbins, Howard C.....	5 00		
Pomroy Bros.....	10 00	Robbins, Percy A.....	25 00		
Pope, Mrs. Charles Frank.....	5 00	Roberts, Charles L.....	5 00		
Pope, Miss Elizabeth A.....	5 00	Roberts, G. Theodore.....	10 00		
Porter, Alexander J.....	2 00	Roberts, John E.....	10 00		
Porter, Mrs. Clarence.....	10 00	Roberts, Mrs. Maria L.....	20 00		
Post, Abram S.....	15 00	Roberts, Mrs. Maria L.....	S. 2 00		
Post, Mrs. Carroll J., Jr.....	5 00	Robinson, Eli K.....	25 00		
Post, James H.....	25 00	Robinson, Mrs. George H.....	25 00		
Potter, Miss Blanche.....	10 00	Robinson, Mrs. George H.....	S. 10 00		
Pouch, Alonzo B.....	5 00	Robinson, Henry J.....	10 00		
Pouch, Edgar D.....	5 00	Robinson, Mrs. Robert E.....	10 00		
Powers, Kilburn.....	1 00	Robinson, Mrs. Thomas D.....	5 00		
Pratt, Mrs. Charles M.....	10 00	Rockefeller, John D.....	500 00		
Pratt, S.....	5 00	Rodwald, Miss A. Leontine.....	3 00		
Prentice, Mrs. H. W.....	G. R. 1 00	Roessler & Hasslacher Chemical Co., The.....	10 00		
Presb. Congregational Baptist & M. E. Church.....	7 35	Rogers, Francis.....	5 00		
Preston, Mrs. Sarah Fuller.....	2 00	Rogers, Gustavus A.....	5 00		
Proudfit, Mrs. Alexander.....	5 00	Rogers, Noah C.....	10 00		
Pruyn, Mrs. Charles L.....	10 00	Rogers, Mrs. W. B.....	5 00		
Pryor, Mrs. S. Morris.....	2 00	Ronalds, Mrs. G. L.....	S. 4 00		
Pugh, Thomas.....	1 00	Roosevelt, Mrs. J. West.....	5 00		
Purrington, Miss Amelia J.....	5 00	Root, Charles T.....	25 00		
Putnam's G. P. Sons.....	10 00	Rose, Henry R.....	1 00		
R					
R. & G. Corset Co.....	5 00	Rosenbaum, Selig.....	10 00		
Radford, Mrs. T. J.....	5 00	Rosenbaum, Solomon G.....	10 00		
Rankine, Mrs. William B.....	5 00	Rosenberg, Mrs. William.....	1 00		
Ransom, Mrs. Paul C.....	G. R. 1 00	Rosendale, Simon W.....	5 00		
Rapoport, Jacob & Co.....	5 00	Rosenfeld, Edward L.....	S. 3 00		
Rathbone, Richard C.....	2 00	Ross, W. A. & Bro., Inc.....	10 00		
Rawl, Mrs. Harriet.....	G. R. 5 00	Rossbach, Jacob.....	10 00		
Raymond, R. W.....	10 00	Royce, James C.....	5 00		
Read, William A.....	25 00	Rusch & Co.....	10 00		
Reckitt's.....	25 00	Rushmore, J. D.....	1 00		
Redmond, Miss Cornelia.....	5 00	Russel, Mrs. Elwood W.....	1 00		
Redmond, Miss Emily.....	20 00	Russell, Mrs. Howland.....	10 00		
Reid, Mrs. John, Jr.....	5 00	Russell, Mrs. Howland.....	S. 5 00		
Reiland, Karl.....	1 00	Russell, Irving L.....	S. 2 00		
Remington, H. W.....	2 00	Russell, James W.....	2 00		
Remsen, Miss Margaret S.....	5 00	Ruston, C., Jr.....	1 00		
Remsen, Mrs. Putnam.....	G. R. 1 00	Ryerson, Mrs. Arthur.....	5 00		
Renard, Mrs. Fred.....	3 00	S			
Requa, Mrs. H. M.....	10 00	St. James P. E. Church....	25 00		
Reutter, Mrs. Robert.....	10 00	Sabin, Charles H.....	10 00		
Reynolds, The Misses.....	3 00	Sachs, Edward.....	2 00		
Rhoades, Miss J. H.....	10 00	Sachs, Paul J.....	5 00		
Rhoades, Miss J. H.....	S. 10 00	Sackett, Henry W.....	5 00		
Rhoades, Miss Nina.....	10 00	Sage, Dean.....	100 00		
Richard, Miss Elsa A.....	S. 1 00	Sage, Dean.....	S. 10 00		
Richard, Miss Elvine.....	25 00	Sage, Dean.....	A. S. 400 00		
Richard, Miss Elvine.....	S. 5 00	Sage, Mrs. Dean.....	100 00		
Richards, E. G.....	20 00	Sage, Mrs. Dean (Visitor to			
Richards, Mrs. Eben.....	5 00	Correctional Inst. Fund).....	1,000 00		
Richardson, Mrs. William J.....	2 00	Sage, Mrs. Russell.....	C. 100 00		

Sage, V. A.....	\$1 00	Selden, A. K.....	\$2 00
Sahler, Miss Helen G.....	5 00	Seligman, Edwin R. A.....	5 00
Saks, Isadore.....	10 00	Seligman, George W.....	5 00
Saks, Isadore.....	5 00	Seligman, Isaac N.....	25 00
Saks & Co.....	5 00	Seligman, Joseph L.....	5 00
Salant, Aaron B.....	5 00	Seymour, Mrs. Edward W.....	5 00
Sanford, Edward T.....	5 00	Sheldon, Edwin B.....	25 00
Sanger, Isaac.....	5 00	Shelton, George G.....	10 00
Sard, Grange.....	10 00	Shepard, Mrs. Elliott F.....	25 00
Satterthwaite, Mrs. Thomas E.....	15 00	Shepard, Mrs. Finley J.....	100 00
Saul, Charles R.....	5 00	Sherman, Mrs. Charles E.....	10 00
Saunders, Arthur C.....	5 00	Sherman, Mrs. Frederick D.....	5 00
Sawyer, Decatur M.....	10 00	Sherman, Frederick T.....	5 00
Sawyer, Mrs. H. E.....	3 00	Sherrill, Miss Helen L.....	1 00
Sawyer, Mrs. H. E.....	5 00	Shillaber, William.....	10 00
Sayre, Miss Mary Hall.....	5 00	Shonk, Herbert B.....	5 00
Sayres, Gilbert V.....	1 00	Shonts, Theodore P.....	5 00
Schenck, Frederick B.....	10 00	Sigelstein Co.....	2 00
Schermerhorn, F. A.....	25 00	Silberstein, Abraham.....	2 00
Schieffelin, Mrs. Mary Jay.....	5 00	Simmons, Mrs. J. F.....	10 00
Schieffelin, Mr. & Mrs. William J.....	15 00	Simon, A. L. & Co.....	10 00
Schieren, Mrs. Charles A.....	5 00	Simon, Franklin.....	5 00
Schiff, Jacob H.....	100 00	Skeel, Roswell, Jr.....	10 00
Schiff, Jacob H. (Asst. Secy.).....	1,000 00	Skougaard, Jens.....	50 00
Schiff, Mortimer L.....	25 00	Slade, Mrs. A. M.....	10 00
*Schmidt, F. Leopold.....	5 00	Slade, Miss Augusta P.....	5 00
Schnabel, Miss Laura.....	5 00	Slade, Francis Louis.....	5 00
Schnabel, Miss Laura.....	3 00	Sloan, Miss Mary A.....	10 00
Schnewind, Heinrich, Jr.....	10 00	Sloane, William D.....	50 00
Schoening, M. E.....	10 00	Slocum, J. Jermain.....	25 00
Schluthis, Henry.....	2 50	Smidt, Thomas.....	10 00
Schuylar, Miss Georgiana.....	5 00	Smith, Mrs. Andrew A.....	5 00
Schuylar, Miss Louisa Lee.....	5 00	Smith, Mrs. Andrew H.....	10 00
Schwab, Miss Emily.....	5 00	Smith, Eugene.....	25 00
Schwab, Mrs. L. H.....	5 00	Smith, Mrs. Fitch W.....	5 00
Schwartz, Herbert G.....	5 00	Smith, George C.....	10 00
Schwartz, Louis F.....	10 00	Smith, Howard C.....	10 00
Schwarz, Harry E.....	2 00	Smith, Miss Madeline D.....	5 00
Schwarzenbach, Robert J. F.....	5 00	Smith, Ormond G.....	10 00
Scofield, Henry C.....	5 00	Smith, Pierre J.....	15 00
Scott, Donald.....	10 00	Smith, Mrs. Pierre J.....	10 00
Scott, George Isham.....	10 00	Smith, R. H. S.	1 00
Scott, Mrs. George S.....	55 00	Smith, Mrs. W. Wheeler.....	10 00
Scott, Miss Louise B.....	20 00	Solomon, Elias L.....	1 00
Scott, Walter.....	5 00	Sommerich, Edwin.....	5 00
Scott, Walter (Sing Sing).....	25 00	Soper, Frederick D.....	10 00
Scoville, Miss Grace.....	10 00	Southack, Mrs. Augusta G.....	5 00
Scribner, Mrs. Arthur H.....	10 00	Spalding, A. G. & Bros.....	10 00
Scribner, Mrs. J. Blair.....	10 00	Spencer, Charles D.....	3 00
Scrymser, Mrs. James A.....	15 00	Spencer, Charles H.....	10 00
Scudder, Miss A. Q. G. R.	5 00	Speranza, Gino C.....	10 00
Seager, Henry R.....	5 00	Spool Cotton Co.....	25 00
Sedgwick, H. D., Jr.....	5 00	Spring, Miss Anna R.....	10 00
Sedgwick, Theodore.....	5 00	Spring, Miss Anna R.....	5 00
See, A. B. Electric Elevator Co.....	15 00	Stahl, Adolph.....	5 00
Seeman, Daniel W.....	10 00	Standish, Mrs. Myles.....	25 00
Seeman Bros.....	10 00	Standish, Mrs. Myles.....	25 00
Seibert, Charles L.....	2 00	Starr, Louis Morris.....	10 00
		Steele, Charles.....	10 00
		Stein, A.....	10 00
		Stein, Miss Helen A.....	2 00
		Steinhardt, Henry.....	5 00
		Steinhardt, Dr. Irving D.....	1 00

* Deceased.

CONTRIBUTORS' LIST.

153

Stephens, Mr. & Mrs. John		Thompson, Mrs. Frederick	
L.....	S.	F.....	C. \$100 00
Stern, Albert.....		Thompson, Mrs. Frederick	
Stern, Benjamin.....		F.....	25 00
Stetson, Francis Lynde.....	C.	Thompson, Mrs. Joseph T.	50 00
Stetson, Francis Lynde.....	S.	Thompson, Morris S.....	10 00
Stettheimer, Mrs. R. W.....		Thomson, George M.....	5 00
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Stewart, Lispenard.....		Thorne, Jonathan.....	10 00
Stewart, Mrs. P. H.....		Thorne, Jonathan.....	25 00
Stewart, W. R.....		Thorne, Samuel.....	25 00
Stillman, Miss Charlotte R		Thorne, Samuel Jr.....	10 00
Stillman, W. O.....		Thorne, Mrs. Samuel Jr.....	5 00
Stimson, Daniel M.....		*Thorne, Mrs. William.....	25 00
Stimson, Lewis A.....		Thorne, William V. S.....	5 00
Stine, J. R. & Co.....		Tiebout, Mr. W. T.....	25 00
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Stokes, Harold P.....		Titus, Henry.....	5 00
Stone, Miss Annie.....		Tjader, Mrs. Richard.....	G. R. 5 00
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Stone, Junius H.....		Todd, Mrs. Judson Scott..	10 00
Stonham, Arthur.....	S.	Todd, W. Parsons.....	2 00
Storer, Albert H.....		Tomkins, Calvin.....	5 00
Storer, Mrs. Albert H.....		Tompkins, Hamilton B.....	10 00
Storey, Miss L. M.....		Tompkins, Hamilton B.....	S. 5 00
Storts, William A.....		Tompkins, Kilbourne.....	5 00
Straight, Mrs. D. Willard.....		Tompkins, Mrs. William W.....	25 00
Straight, Willard.....		Tompkins, Mrs. William W. S.....	5 00
Strauss, Albert.....		Towne, Frank B.....	10 00
Strong, Mrs. James R.....		Townsend, Isaac.....	25 00
Strong, Selah B.....		Tracy, Miss Martha M.....	S. 5 00
Stroock, Louis S.....		Tracy, Miss Martha M.....	10 00
Stuyvesant, Miss Annie W.....		Trask, Gustavus D.....	2 00
Sullivan, Mrs. Arthur B.....	S.	Tremper, Mrs. Clara A. F.....	5 00
Sullivan, Mrs. Emily S.....		Troescher, A. F.....	20 00
Sullivan, Miss Isabella.....		Trotter, Theodore V. A.....	2 00
Sullivan, Mrs. James.....		Trumbull, Frank.....	100 00
Sullivan, Miss M. Louise.....		Truslow, John.....	5 00
Sumner, Miss Emily D.....		Tuck, Mrs. Henry.....	5 00
Susquehanna Silk Mills.....		Tucker, Mrs. Samuel A.....	15 00
Sutro, Ludwig.....		Tuckerman, Alfred.....	10 00
Swain, Edward A.....		Tuckerman, Mrs. Alfred....	G. R. 10 00
Swezey, Mrs. Christopher.....		Tuckerman, Mr. & Mrs.	
Swords, Edward J.....	T	Paul.....	5 00
Taber, Miss Mary.....		Turnbull, Mrs. Arthur.....	5 00
Tack, Theodore E.....		Turnbull, Miss Helen.....	5 00
Taft, Mrs. Theodore M.....		Turnbull, Mrs. Ramsay....	5 00
Talcott, Miss Anna M.....		Turner, Mrs. Herbert B....	10 00
Tappin, John C.....		Tuska, Mrs. Morris.....	1 00
Taylor, Mrs. Frank H.....		Tyler, Mrs. Walter L.....	5 00
Taylor, S. Frederic.....			U
Taylor, William A.....		Ulman, Mrs. Morris S.....	2 00
Thacher, Mrs. Thomas D.....		Ulmann, Carl J.....	10 00
Thaw, J. C.....		Ulmann, Ludwig.....	2 00
Thiele, E.....		Underhill, Mrs. A. C.....	3 00
Thomas, Mrs. Allen M.....		Underhill, Adna H.....	5 00
Thomas, Mrs. Howard.....		Underhill, W. P.....	5 00
Thomas, Joseph B.....		Underhill, Zoe D.....	5 00
Thompson, Mrs. C. L.....		U. S. Bung Mfg. Co., The.	2 00

* Deceased.

Unz & Co.....
Upham, Mrs. Elizabeth K.

V

Valentine, T. S.....
Van Boskerck, Mrs. T. R. S.
Van Brunt, Mrs. C. H.....
Van Brunt, Jeremiah R.....
Vanderbilt, John L.....
Vanderlip, F. A. (Asst. Secy.).....
Van Gerbig, Mrs. B.....
Van Ingen, Mrs. E. H.....
Van Nest, Mr. & Mrs. F. R.....
Van Raalte, Z.....
Van Santvoord, Miss A. T.....
Van Valkenburg, Mrs. C.....
Van Winkle, Edgar B.....
Van Winkle, Miss Mary D.....
Van Winkle, Miss Mary S.....
Varnum, Mrs. James M.....
Verdi, Mrs. C. M. deS.....
Vermilye, Mrs. W. E.....
Ver Planck, Mrs. W. G.....
Vietor, Thomas F.....
Villard, Mrs. Henry.....
Villard, Oswald Garrison....
Voorhees, James D.....
Vorhaus, Louis J.....

W

Wadsworth, Mrs. C. D. G. R.
Wadsworth, W. A.....
Wakelee, Mrs. J. I.....
Walbridge, H. D. C.
Waldo, Miss Julia L.....
Wales, Miss Ruth..... G. R.
Walker, Mrs. Emily S. S.
Walker, Frederick W.....
Walker, H. L.....
Walker, J. E. G. R.
Walter, Martin.....
Wanamaker, John.....
Wandling, James L.....
Warburg, Paul M.....
Ward, Artemas.....
Ward, Miss Caroline C.....
Ward, Mrs George C.....
Ward, Henry G.....
Ward, John Seely.....
Ware, Mrs. Moses W.....
Warren, Mrs. E. W.....
Washburn, William Ives.....
Waters, Henry.....
Wathen, G. W.....
Watrous, Mrs. Charles.....
Watson, J. Henry.....
Watson, Mrs. James S.....
Watson, John J., Jr.....
Watts, Mrs. Martin S.....
Watts, Mrs. Martin S. G. R.
Watts, Mrs. Robert..... G. R.

\$5 00	Wayland, John Elton.....	\$25 00
10 00	Wayland, Thomas G.....	G. R. 5 00
	Webb, J. Watson.....	10 00
	Weber, Adna F.....	2 00
	Weichman, Victor.....	5 00
	Weil, Isaac.....	5 00
	Weinman, J.....	1 00
	Weinman, J.....	S. 1 00
	Weld, Miss Eloise R.....	G. R. 50 00
	Weld, Miss Sylvia.....	G. R. 50 00
	Welling, W. Brenton.....	2 00
200 00	Wellington, Miss Elizabeth R.....	30 00
25 00	Wells, Mrs. Cornelius L.....	5 00
10 00	Wells, Henry C.....	5 00
5 00	Wells, Mrs. Oliva J.....	5 00
10 00	Wemple, W. Y.....	10 00
20 00	Wenner, G. W.....	2 00
3 00	Werbelowsky, J. H.....	5 00
1 00	Wertheim, Jacob.....	25 00
10 00	Wesendonck, M. A.....	1 00
	West Presbyterian Church Syracuse, N. Y.....	1 00
	Wheeler, Edward J.....	5 00
10 00	Wheeler, Miss Emily M.....	10 00
20 00	Wheeler, Henry.....	10 00
25 00	Wheeler, Miss Laura.....	10 00
10 00	White, Alexander M.....	10 00
3 00	White, Alfred T.....	10 00
5 00	White, Miss Caroline.....	10 00
	White, Miss Frances E.....	25 00
	White, G. B.....	S. 10 00
	White, Miss Henrietta.....	5 00
25 00	White, Miss Mary.....	2 00
5 00	White, Miss May W.....	10 00
25 00	White, R. Tyson.....	10 00
10 00	White, William A.....	25 00
5 00	White, William Curtis.....	5 00
9 00	Whitehouse, Mrs. J. H.....	10 00
5 00	Whiting, Edward McK.....	6 00
5 00	Whitlock, Miss M. G.....	10 00
5 00	Whitman, K., Jr.....	5 00
2 00	Whitney, Mrs. George.....	2 00
5 00	Whitney, J. B.....	10 00
5 00	Whitney, J. F., & Co.....	2 00
25 00	Whittlesey, C. E.....	10 00
10 00	Wiborg, Mrs. Frank B.....	G. R. 5 00
1 00	Wiener, Mrs. Charles.....	5 00
25 00	Wiggins, Theodore C.....	5 00
20 00	Wile, Ernest J.....	5 00
25 00	Wilkinson, Edward T.....	5 00
3 00	Wilkinson, Thomas P.....	3 00
5 00	Wilkinson Bros & Co.....	3 00
5 00	Willcox, William G.....	10 00
3 00	Willcox, Mrs. William G.....	10 00
5 00	Willenborg, C. & Co.....	5 00
5 00	Willets, Mrs. Martha T.....	10 00
10 00	Williams, Frank D.....	5 00
30 00	Williams, Howard H.....	1 00
10 00	Williams, Mrs. Timothy S.....	25 00
2 00	Wills, Charles T.....	10 00
1 00	Wilson, Mrs. H. S.....	10 00
1 00	Wilson, Orme, Jr.....	10 00

Wineburgh, Michael.....	\$5 00	Woolley, George.....	\$5 00
Winterbourne, S. & Co....	2 00	Woolley, Mrs. James V. S.	2 00
Winters, Mrs. J. E.....	2 00	Woolley, Mrs. Park M....	G. R. 10 00
Winthrop, Benjamin R.....	100 00	Wormser, Louis.....	10 00
Winthrop, Egerton L.....	25 00	Wright, D. A.....	1 00
Winthrop, Mrs. Grenville..	10 00	Wright, William J.....	5 00
Wise, Edward H.....	10 00	Wyckoff, Mrs. P. B.....	10 00
Wisner, Miss Elizabeth H.	25 00		
Wisner, Miss Josephine....	15 00		
Witherbee, Mrs. F. S.....	15 00		Y
Withers, Mrs. C.....	5 00	Young, Mrs. A. Murray...	20 00
Woirishoffer, Mrs. Anna ..	25 00	Young, Mrs. Rida J.....	10 00
Wolfe, S. Herbert.....	10 00	Young, Thomas.....	1 00
Wolff, Miss Dorothy.....	5 00		
Wolff, Mrs. Julius R.....	5 00		
Wolff, Mrs. Lewis S.....	20 00		Z
Wolf, Mrs. Pauline.....	S. 1 00	Zabriskie, Andrew C.....	20 00
Wollman, Henry.....	1 00	Zabriskie, Mrs. C.....	25 00
Wollman, Henry.....	S. 3 00	Zabriskie, George.....	5 00
Wood, James.....	10 00	Zabriskie, Mrs. George....	10 00
Wood, Mrs. John.....	G. R. 5 00	Zabriskie, George Gray....	10 00
Wood, Mrs. W. Halsey....	G. R. 5 00	Zehnder, Mrs. C. H.....	5 00
Woodin, William H.....	15 00	Zimmerman, Miss Agnes ..	2 00
Woog, Henry.....	5 00	Zimmerman, Mrs. J. E....	10 00

ANONYMOUS CONTRIBUTIONS

1 of.....	\$110 00	M. H.....	\$5 00
1 of.....	50 00	A. B. X.....	5 00
1 of.....	25 00	C. B. R.....	10 00
1 of.....	G. R. 25 00	C. B. S.....	10 00
1 of.....	S. 25 00	C. S. S.....	25 00
1 of.....	20 00	D. P. F.....	10 00
2 of \$10.....	20 00	D. W. C.....	2 00
1 of.....	S. 10 00	E. E. A.....	25 00
1 of.....	S. 6 67	G. W. W.....	10 00
1 of.....	S. 6 50	S. F. H.....	5 00
3 of \$5.....	15 00	J. V. B. B.....	20 00
1 of.....	S. 5 00	Q. B. O. Z.....	5 00
1 of.....	G. R. 4 00	Q. B. O. Z.....	S. 2 00
2 of \$3.....	6 00	"Acorn".....	S. 5 00
1 of.....	1 00	Amizo.....	5 00
"Cash" contributions:		Montclair, S.....	S. 2 00
1 of.....	G. R. 10 00	A Church Woman.....	S. 1 00
2 of \$5.....	10 00	In Memoriam "F. L."....	10 00
1 of.....	S. 5 00	In Memory of "A. H."....	10 00
1 of.....	G. R. 3 00	In Memory of Miss Isabel	
5 of \$2.....	10 00	Bogett.....	5 00
3 of \$2.....	G. R. 6 00	In Memory of Miss Mary	
13 of \$1.....	13 00	E. Hall.....	1 00
4 of \$1.....	G. R. 4 00	In Memory of My Friend	
1 of.....	S. 7 00	Samuel J. Barrows.....	10 00
1 of.....	S. 5 00	In Memory of Richard L.	
1 of.....	S. 2 00	Leo on the anniversary	
6 of \$1.....	S. 6 00	of his birthday, September 7.....	10 00
J.....	3 00	Savings of Carola and her	
A. W.....	6 00	Brothers.....	20 00
A. Z.....	50 10	A Friend.....	25 00
C. S.....	50 00	A Friend.....	S. 24 00
Cash "C. W.".....	10 00	A Friend.....	5 00
F. S.....	10 00	A Friend.....	2 00
H. C.....	S. 5 00	A Friend.....	5 00
L. R.....	5 00	Three Friends.....	

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Allaben M. C.	O'Connor, J. C.
B. F.	Oddycke, Mrs. Emerson.
Baldwin, F. H.	Paleston, W. D.
Barrows, Mrs. W.	Parker, Mrs. S. G.
Bayer, Mr.	Parsons, William B.
Benedict, A. G.	Parsons, Mrs. William B.
Benton, Mr.	Pastorfield, J.
Blumenthal, Mrs.	Pemoss, J. J.
Brill, Mrs. I.	Pennington, J. P.
Brooks, Mrs. Frederick.	Perry, Mrs. A.
Bry, Mrs. L.	Place, Mrs. George.
Burton, Mrs.	Popper, Mrs.
Cahill, Mrs. W. J.	Presley, Mrs.
Coombe, Mrs. F. G.	Rachau, William H.
Coon, Mrs. C. J.	Ragan, H. B.
Davison, E. M.	Rended, Mrs.
Day, Mrs. Henry M.	Robertson & Wallace Co.
Denison, Miss E. K.	Rodgers, H. B.
Dennison, Mrs. E. F.	Rosenberg, Mrs. A.
Du Barry, Mr.	Ross, Dr.
Dudley, John L.	Roversi, Mrs. L.
Ethridge, Mrs. George.	Ryba, Mrs. J. V.
Fackler, D. P.	Ryder, Mrs.
Fessenden, Miss.	Sahler, Mrs. H. G.
Fiske, Mrs. C. E.	Schnabel, Miss L.
Flint, T. J. S.	Sergeant, Mrs.
Goppe, Mrs.	Shiels, Mrs.
Graham, J. A.	Sisson, Lewis E.
Hammond, Mrs. J. F.	Smith, Mrs. Eugene.
Haskell, Mrs.	Spring, Miss Anna Riker.
Helburn, Mrs. J.	Spruance, Mrs. D. C.
Hess, Mrs. L.	Santwood, Mrs. C.
Hill, Mrs. Elizabeth L.	Stern, J.
Hospital Book & Newspaper Soc.	Stiner, Mr.
Hurd, Mrs. R. M.	Strauss, Mrs.
Hymes, Mrs. P.	Strauss, Miss.
Ide, Mrs.	Sullivan, Mrs.
Jones, C. E.	Sullivan, Mrs. A. B.
Kanpe, Mrs.	Tansey, John.
Kaufmann, S. Walter	Taylor, Mrs.
Kay, Samuel.	Taylor, Mrs. S. F.
Kay, Mrs. Samuel.	Thacher, L.
L. R. C.	Thacher, Mrs.
Lichtenstein, Mr.	Thomas, Mrs. H. M.
Lobstein, Mrs.	Thompson, Mrs. M. S.
Lockwood, Mrs. I. S.	Tucker, Mrs. S. A.
Logie, Mrs. A. L.	Vail, Mrs. O. W.
Ludlam, George P.	Wadsworth, Mrs. Charles D.
Lum, Miss Elizabeth M.	Walker, W. L.
Lynch, Mrs. Warren J.	Weinman, J.
McCann, Mrs.	Wessel, Mrs. Edward.
Machen, Mrs. C. W.	Williams, Dr. L. C.
Mayer, Mrs.	Wolf, Mrs. A.
Miller, Mrs. A.	Wolfner, Mr. & Mrs. E.
Moore, E. E.	Yewell, Mrs. G. H.
Muser, Mrs. H. C.	Young, Mrs. Charles J.
Mygatt, Mrs. L. C.	Zabriskie, Andrew C.

CHAPTER SEVENTEEN

CONSTITUTION AND BY-LAWS

AN ACT to incorporate the Prison Association of New York. Passed May 9, 1846, by a two-thirds vote. (As subsequently amended.)

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

§ 1. All such persons as are now and hereafter shall become members to the said association pursuant to the constitution thereof, shall and are hereby constituted a body corporate by the name of The Prison Association of New York, and by that name have the powers that by the third title, of the eighteenth chapter, of the first part of the Revised Statutes, are declared to belong to every corporation, and shall be capable of purchasing, holding and conveying any estate, real or personal, for the use of said corporation, provided that such real estate shall never exceed the yearly value of ten thousand dollars, nor be applied to any other purposes than those for which the corporation is formed.

§ 2. The estate and concerns of said corporation shall be managed and conducted by its executive committee, in conformity to the constitution of the said corporation; and the following articles that now form the constitution of the association shall continue to be the fundamental laws and constitution thereof, subject to alterations in the mode therein prescribed.

ARTICLE FIRST.

The objects of the association shall be:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

ARTICLE SECOND.

The officers of the society shall be a president, vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and there shall be the following standing committees, viz.: a finance committee, a committee on detentions, a committee on prison discipline, a committee on discharged convicts and an executive committee. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE THIRD.

The officers named in the preceding article shall be ex-officio members of the executive committee, who shall choose one of their number to be chairman thereof.

ARTICLE FOURTH.

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

ARTICLE FIFTH.

The society shall meet annually in the city of New York, at such time and place as the executive committee shall appoint, and at such other times as the president, or in his absence, one of the vice-presidents, shall designate.

ARTICLE SIXTH.

Any person contributing annually to the funds of the association not less than five dollars shall, owing to such contribution, be a member thereof. A contribution of five hundred dollars shall constitute a life patron; a contribution of one hundred dollars shall constitute an honorary member of the association for life, and a contribution of fifty dollars shall constitute a member of the association for life. Honorary and corresponding members may, from time to time, be appointed by the executive committee.

ARTICLE SEVENTH.

A female department shall be formed, consisting of such females as shall be selected by the executive committee, who shall have charge of the interest and welfare of prisoners of their sex, under such regulations as the executive committee shall adopt.

ARTICLE EIGHTH.

The officers of the association shall be chosen annually at the annual meeting, at which time such persons may be elected honorary members as shall have rendered essential service to the cause of prison discipline.

ARTICLE NINTH.

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and cooperating with it.

ARTICLE TENTH.

The executive committee shall have power to add to any of the standing committees such persons as, in their opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

ARTICLE ELEVENTH.

This constitution may be amended by a vote of the majority of the society at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers elected for the current year, under the constitution shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted that no manager of said society shall receive compensation for his services.

§ 3. The said executive committee shall have power to establish a workhouse in the county of New York, and in their discretion, to receive and take into the said workhouse all such persons as shall be taken up and committed as vagrants or disorderly persons in said city as the Court of General Sessions of the Peace, or the Court of Special Sessions, or the Court of Oyer and Terminer, in said county, or any police magistrate, or the commissioner of the alms-house may deem proper objects, and the said executive committee shall have the same powers to keep, detain, employ and govern the

said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate and concerns of said association and the management, government, instruction, discipline and employment, of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents, and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse, to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect, and examine, all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection of any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court or by a vice-chancellor or circuit judge, or by the first judge

of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

BY-LAWS

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting. The annual meeting shall be held on the third Thursday of January in each year at half-past three in the afternoon at the office of the Association.

II. At every meeting of the executive committee five members shall be necessary to constitute a quorum.

III. The order of business at the annual meeting shall be as follows:

1. Election of chairman and secretary.
2. The reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.
5. Report of corresponding secretary on the work of the year.
6. Annual report of the treasurer.

IV. The order of business at every other stated meeting shall be as follows:

1. The reading and approval of the minutes of the last preceding meeting.
2. Report of treasurer.
3. Reports from standing committees.
4. Report from the corresponding secretary.
5. Reports from special committees.
6. Report from the general agent.
7. Miscellaneous business.

At a special meeting no other business shall be transacted than that for which the said meeting was called.

V. The chairman shall appoint all standing and special committees and decide all questions of order, subject to an appeal; and the rules

of order shall be those embodied in Cushing's Manual, so far as they are applicable.

VI. The recording secretary of the association shall be the secretary of the executive committee; and it shall be his duty to keep the minutes of the proceedings of said committee, to record them in a book provided for that purpose, and to give due notice of all meetings of the committee.

VII. The corresponding secretary shall conduct the correspondence of the executive committee and of each of the standing committees; and shall act as the general financial agent of the association, and shall report at each stated meeting of the committee.

VIII. The treasurer shall have charge of the funds of the association, and shall give such security as the executive committee may require. His duties are more fully defined in by-law X.

IX. There shall be six standing committees, namely, on finance, detentions, discharged convicts, law, house, and library.

X. The committee on finance shall be charged with the duty of raising and caring for the funds.

The funds of the association shall be divided into three parts to be known as:

1. The endowment fund.
2. The reserve fund.
3. The general fund.

The Endowment Fund.—The endowment fund shall consist of such contributions as shall be given with the restriction that the income only shall be used for the purpose of the association, and all legacies.

The Reserve Fund.—The reserve fund shall consist of such sums as may be set aside from the general fund from time to time by the executive committee for investment. Whenever any part of the reserve fund shall be appropriated by the executive committee, such sum shall be immediately transferred to the general fund. The endowment and reserve funds shall be under the immediate direction and control of the committee on finance, and all investments of these funds shall be ordered by the committee. The treasurer of the association shall be a member and act as the treasurer of the committee on finance, and shall be responsible for the safe-keeping of the sureties of the endowment and reserve funds.

Any uninvested balance of the endowment and reserve funds shall be kept each in separate trust companies in the name of the association, subject to check of the treasurer, and shall, whenever possible,

bear interest. All income from the endowment and reserve funds may be transferred to the general fund as soon as received.

No part of the reserve fund shall be used for any purpose except by resolution of the executive committee, and whenever any part shall be appropriated by the executive committee it shall immediately be transferred to the general fund.

The General Fund.—The term "general fund" shall cover all receipts of the association not constituting a special fund or specified for the endowment fund, the intention being that all the income, except legacies, including donations for general purposes, and income from endowment and reserve funds, shall be credited to the general fund to which the authorized disbursements of each activity of the association shall be charged at the close of the fiscal year.

The treasurer shall notify the corresponding secretary at once of all transfers of income from the endowment and reserve funds to the general fund.

The treasurer shall notify the corresponding secretary, immediately on receipt by him of any sum for the account of the association, that such receipt may be entered at once to the credit of the proper account on the books of the association.

The corresponding secretary shall be the general disbursing agent of the association, the object of the provision being to keep in the central offices of the association all receipts for payments by him for the association of any kind, nature or description, and to have in the central offices immediate record of all his disbursements. This provision shall not apply to the endowment and reserve funds.

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of either the reserve or general fund, the corresponding secretary shall send to the treasurer a copy of the resolution making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance. Such account shall be separate and distinct from those accounts opened for the uninvested balance of the endowment and reserve funds.

The corresponding secretary shall keep a bank account in the name of the association, subject to his check as corresponding

secretary for current disbursements, and shall deposit to the credit of said bank account all moneys he may receive from the treasurer drawn from the general fund.

The committee on finance shall audit and report upon accounts of the treasurer and of the corresponding secretary.

At each regular meeting of the executive committee the treasurer shall make a detailed statement of the receipts and disbursements for the preceding calendar month. He shall make a statement showing investments and the receipts and disbursements of the endowment and reserve funds; he shall make, at the annual meeting of the association, a detailed statement of receipts and disbursements for the fiscal year.

XI. It shall be the duty of the committee on detentions:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and in Brooklyn, and to adopt proper measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto.

2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

XII. It shall be the duty of the committee on discharged convicts:

1. To correspond with prison agents or superintendents relative to the character and trades of prisoners, and to ascertain, previous to the discharge of each prisoner, his feelings, views and capabilities, with a view of making the best arrangements for his future employment.

2. To keep a record of all persons who will employ discharged prisoners and of their several occupations; to procure such employment for prisoners and applying therefor as seems best adapted to the capacity of each; to hold correspondence with employers; to keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for them.

3. To secure suitable boarding places for discharged prisoners, where they will not be exposed to corrupting influences, taking care not to have more than one in a place, where it can be avoided.

4. To see that the prisoners are provided with suitable clothing, of a kind that will not attract particular attention.

5. To consider the internal organization of the management of prisons, and the physical and moral influences to be exerted on the prisoners during their confinement; to report upon their health,

reformation, upon convict labor, administration and internal police, on the comparative merits of different prison systems, and on the visitation of prison and houses of reformation.

XIII. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider questions relating thereto which are under discussion in the press or the Legislature, including pending bills, and report their views and conclusions upon them, also to care for the law business of the association.

XIV. It shall be the duty of the committee on house to care for the maintenance of the real estate of the association.

XV. It shall be the duty of the committee on library to see that it is properly housed and catalogued and to take steps for its increase.

XVI. One or more agents may be appointed by the executive committee to assist the standing committees in their duties.

XVII. The president, chairman of the executive committee, and corresponding secretary shall be members, ex officio, of all the standing committees.

XVIII. No alteration shall be made in these by-laws except upon notice of the proposed amendment given at a previous meeting of the executive committee.

NOTICE REGARDING PART II.

Because of the unusual size of the present Annual Report, which includes approximately 300 pages of Reports on Inspections of Correctional Institutions, the two parts are printed separately.

Part II, Inspections of Correctional Institutions, may be obtained on application to the Prison Association of New York, 135 East 15th Street, New York City.

